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FINAL REPORT  
OF THE  
ILLINOIS  
WORK PROJECTS ADMINISTRATION

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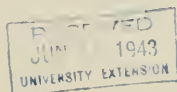


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FEDERAL WORKS AGENCY  
WORK PROJECTS ADMINISTRATION  
OF  
ILLINOIS

CHAS. P. CASEY  
STATE ADMINISTRATOR

APRIL 30, 1943







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Federal Works Agency  
WORK PROJECTS ADMINISTRATION  
of Illinois

FOREWORD

The greatest satisfaction which the Administrators of any program can have is to know that its objectives have been achieved. The purpose of the Works Progress Administration, predecessor of the Work Projects Administration, as established by the Relief Appropriation Act of 1935, was "to provide relief and work relief and to increase employment by providing useful projects." Behind this was the belief of the Administration that "every man should have the right to work for a living" and that such a program would contribute greatly toward repairing the damage to individual morale and public confidence created by the depression years.

The task confronting the WPA was that of restoring to the individual worker his self-respect and self-confidence, and that of transforming millions of idle man-hours into productive labor for the common welfare. Today, when we approach the end of the program, we can evaluate the results of our endeavors. Through planning and constructing useful public works and performing needed public services, workers' skills have been maintained and new skills have been taught, self-respect and self-confidence have been restored, making it possible for workers to return to their normal pursuits in public and private employment. This, then, is the success of the WPA; it has "bridged the gap between unemployment and employment"; it has accomplished the purpose for which it was created.

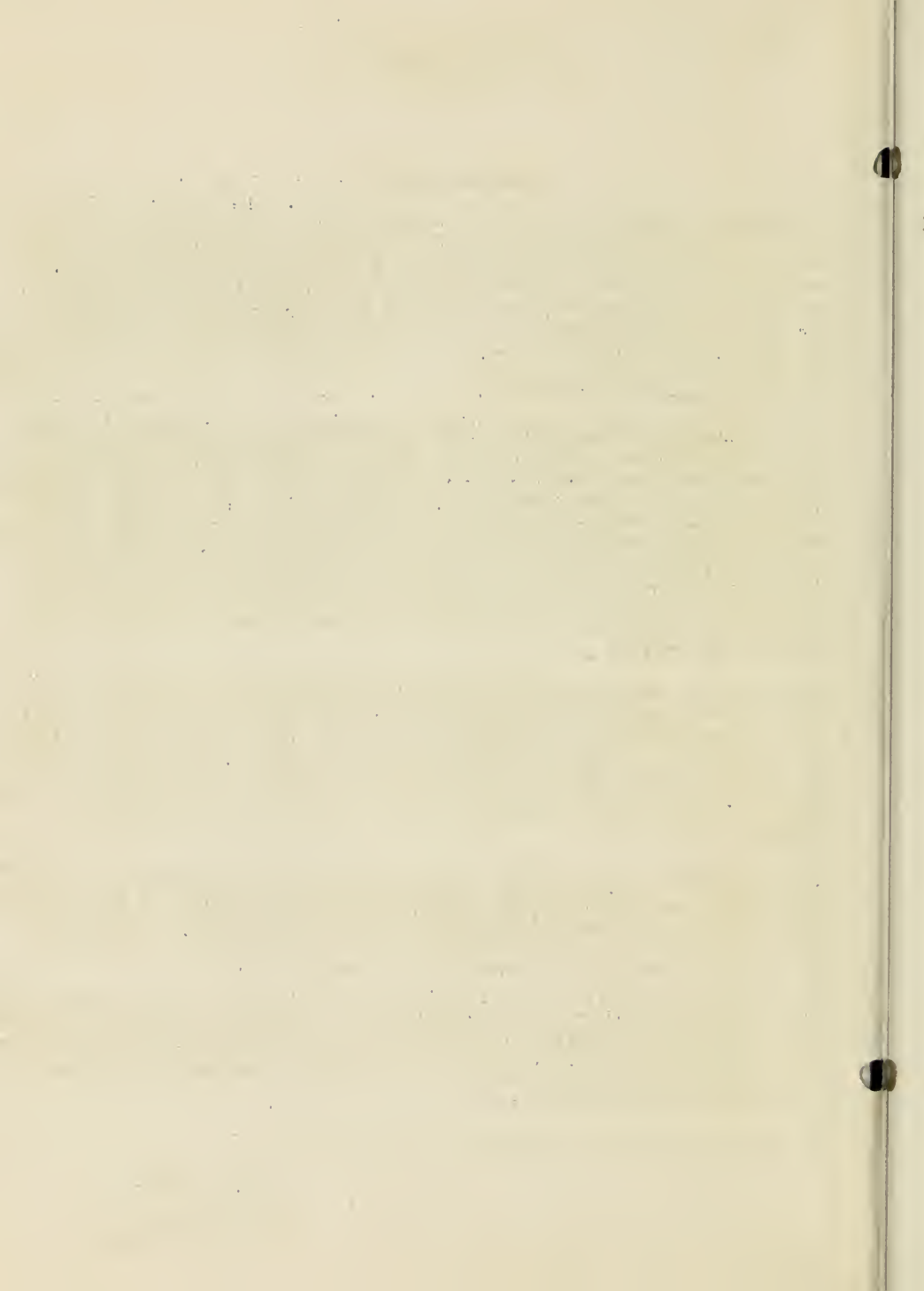
The history of the work relief programs in Illinois is not dissimilar to that of other states of comparable size and characteristics. Only in specific accomplishments and operating methods will differences be found. This report should in no way be considered a history, for volumes could be written of the far reaching effects of the work relief programs upon the ways of living of the peoples of present and future generations. The purpose of this report is largely that of recording how the WPA program was operated in Illinois.

Grateful acknowledgment is made of the thoughtful participation of the several State Directors, Staff Officers, and former District Managers in the preparation of this report, and of the untiring efforts and loyalty which they and all administrative and project personnel have so freely given, oftentimes at great personal sacrifice, to make the WPA program a success.

Also not to be forgotten is the important part played by the many sponsors of WPA projects, whose vision in projecting plans, providing materials, equipment and supervision, and whose sincere interest and cooperation have completed the partnership between Federal and local government so necessary to the successful conduct of the program.

We of the Illinois WPA are proud of a job well done.

*Chas. P. Casey*  
Chas. P. Casey  
State Administrator



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## I

## BACKGROUND

UNEMPLOYMENT PROBLEM IN STATE AND HOW IT WAS MET

Unemployment with all its attendant evils was the most serious problem before the State of Illinois when WPA was instituted in 1935. CWA provided a considerable means of helping the situation but that agency had been abolished and the FERA relief and work relief program substituted in its place. While the FERA work program was a particularly successful one, it fell short of providing sufficient jobs for the large number of families needing public assistance.

While a few types of business showed improvement over the years 1932, 1933, and 1934, the general economic condition in 1935 continued rather desperate and the demand for public work programs to meet the unemployment problem reached a peak.

In order to more specifically analyze this unemployment problem in Illinois, the following percentages and figures are presented. In listing these figures we wish to caution against their abstract acceptance. They are based upon surveys, statistical reports, and studies of various agencies including WPA, and some intangible estimates have been added. Basically, we believe the figures represent a fair picture of the actual conditions and are as factual as possible in consideration of the sources available.

<u>Year</u>	<u>Percentage of gainful workers unemployed</u>	<u>Est. No. of unemployed persons</u>
1930	16.5	469,000
1931	28.4	810,000
1932	42.4	1,215,000
1933	40.7	1,171,000
1934	32.7	946,000
1935	30.5	885,000
1936	25.2	735,000
1937	17.5	511,000
1938	30.4	892,000
1939	27.3	801,000
1940	20.0	588,000
1941	13.9	409,000
1942	8.5	251,000

The Illinois WPA began functioning at the end of 1935. In plotting the index numbers of employment as reported by the Illinois Department of Labor and the index numbers of WPA employment as derived from WPA employment reports, for the years 1936 through 1942, it is evident that the Illinois Work Projects Administration maintained a sensitive relationship between conditions in the private employment field and the employment load on WPA projects. A decrease in the first of these series almost always shows a simultaneous increase in the second series. Improved private employment conditions almost invariably are reflected in decreases in the

index series for WPA employment within the following month.

Based on the Illinois Department of Labor estimates of average unemployment throughout the year, the Illinois WPA employed approximately 20 to 25 per cent of the unemployed persons for the period 1936 through 1942. The figures for individual years are as follows:

<u>Year</u>	<u>Proportion of estimated number of unemployed workers employed on WPA projects (per cent)</u>	<u>Average number of persons employed on WPA projects</u>
1936	24.5	180,000
1937	26.7	137,000
1938	24.3	217,000
1939	23.3	187,000
1940	20.0	141,000
1941	22.1	91,000
1942	16.9	42,000

The Illinois Department of Labor estimates indicate that the greatest number of unemployed workers occurred during the month of July, 1938, at which time a little over 1,000,000 persons able and willing to work were seeking employment. The peak WPA employment load occurred shortly after this, in October, 1938, with some 260,000 workers on the Illinois WPA rolls.

Although sporadic and spotty throughout the state, private employment conditions in Illinois began to show real improvement toward the close of 1941. These gains, however, were not consolidated until the middle of 1942, after which period private employment conditions were definitely on a more solid footing than they had been since the beginning of the "depression" in 1930. These improved conditions were reflected in WPA project employment. The winter of 1941-1942 did not show the normal seasonal increase in employment that had occurred during previous years. WPA employment was maintained at a fairly constant level from June, 1941 through February, 1942, after which it began its recent precipitous decline, culminating in the current liquidation of the program.

Illinois relief experience further bears out this picture of unemployment conditions. The peak load for the relief agencies occurred approximately February, 1935, with some 340,000 cases receiving relief assistance in the state. This total decreased gradually until November of 1935, with 290,000 cases, after which the WPA program was initiated, with the result that the relief load in the state rapidly declined to 140,000 in October of 1936.

As WPA employment quotas were revised to reflect changing employment conditions or changing congressional fiscal policies with respect to the WPA, the Illinois relief load thereafter fluctuated to high points of 210,000 during March of 1938 and 1939 and somewhat under 90,000 at the end of 1942.

While only 26.7 per cent of the total unemployed load in the state was on WPA at the peak of the program, the great majority of needy unemployed (within the meaning of the ERA Act) was provided for. It is obvious that a much greater appropriation would have been required had Congress attempted to meet the total unemployment problem.

## II

### ADMINISTRATION

#### GENERAL

The person selected to be the first State Administrator in Illinois was at the time serving as Chairman of the Illinois Emergency Relief Commission. Upon notification of his selection for the appointment, he instructed certain major executives of the Relief Commission to review the personnel files of the employees of the Commission to discover those persons who, because of their past experience, might well be shifted to the WPA administrative staff.

At the same time, a plan for dividing Illinois into seven administrative districts was sent to Washington and approved on May 25, 1935. This plan involved dividing each district into five to seven administrative areas, each carrying about 4,000 relief clients. The plan was further developed to indicate the number, classifications, and qualifications of administrative employees required in the 49 Area Offices, the seven District Offices, and the State Office to carry out a complete WPA program.

The State Administrator, Assistant Administrator, Administrative Assistant, six of the seven original State Directors, nearly all of the Assistant State Directors, and large numbers of the clerical, typing, and stenographic staff were associated with the Relief Commission prior to their employment with WPA.

As a result of the depression, large numbers of capable engineers, superintendents, and other persons of construction experience, and persons with professional training and experience in women's work and the Arts were initially taken into the relief agency and assigned to work which was to a large extent at variance with their experience in private industry. Because of the availability of a completely developed personnel file and occupational finding system, it was possible to quickly locate such persons when the need occurred for their services by WPA.

The work of the State Central Administration was carried on by an Executive Office consisting of:

- State Administrator
- Deputy State Administrator
- Assistant State Administrator
- Administrative Assistant
- State Director for Youth

and seven State Directors, each in responsible charge of a Division, as follows:

- State Director, Division of Finance and Reports
- State Director, Division of Personnel
- State Director, Division of Professional and Service Projects (P & S)
- State Director, Division of Construction Projects

State Director, Division of Labor Management  
State Director, Division of Intake and Certification  
Chief Clerk, Division of Office Management

Within each Division there were established one or more major sections under the direction of principal assistants who were known as Assistant State Directors. They carried individual responsibility for specific functions, activities, or programs as follows:

Assistant State Director of Finance, for Control  
Assistant State Director of Finance, for Reports  
Assistant State Director of P & S Projects, for Women's Work  
Assistant State Director of P & S Projects, for Recreation  
Assistant State Director of P & S Projects, for Public Welfare  
Assistant State Director of P & S Projects, for Research  
Assistant State Director of P & S Projects, for Education  
Assistant State Director of Construction Projects, for Planning  
Assistant State Director of Construction Projects, for Control  
Assistant State Director of Labor Management, for Labor Relations  
Assistant State Director of Labor Management, for Assignments  
Assistant State Director of Intake and Certification

Other major assistants, such as a State Paymaster with his entire staff, reported to the Assistant Administrator. A State Safety Consultant was responsible to the Deputy Administrator.

In accordance with instructions from the Federal WPA Administrator, the State Director of Youth was authorized to employ his own staff, including all necessary technical, stenographic, and clerical help, and the Illinois WPA was authorized to place such employees on the pay rolls of the State organization upon certification of the State Director for Youth. The Illinois WPA provided the services of its Personnel Division in registering, placing upon the pay roll, and administering the oath of office to such persons as the State Director for Youth appointed from time to time. The Illinois WPA did not develop personnel files for such persons. Incidental clerical help (to be carried on the State WPA pay rolls) and District Office space required by the State Director of Youth were also authorized as a charge to regular administrative expense.

The District Office organization followed closely the State Office pattern:

District Director  
Assistant District Director  
District Supervisor of Finance  
District Supervisor of Personnel  
District Supervisor of P & S Projects  
District Supervisor of Construction Projects  
District Supervisor of Labor Management  
District Supervisor of Intake and Certification  
District Office Manager

As in the State Office, the District Supervisors were assisted by Assistant District Supervisors in charge of each Division's several major activities. Every activity within a district was directed in its entirety by the District



Director, who was governed by Official Bulletins and Divisional Memoranda authorized by the Deputy Administrator. District Directors reported to the Assistant Administrator.

District Supervisors were administratively responsible only to District Directors. State Directors were considered as consultants to the Deputy Administrator in the formulation of controlling policies and in preparation of Official Bulletins, and as advisors to District Supervisors. Representatives of the National, Regional, and Area Statistical Offices of WPA who visited District Offices or Projects were regarded as qualified observers and analysts, and such modifications of policy or procedures as they proposed became effective only when embodied in Official Bulletins or Divisional Memoranda.

Later, in order to strengthen the position of the State Directors, the State Administrator modified the relationship between the State Directors and the District Directors so as to place in the hands of the State Directors the responsibility and authority comparable to that of Assistant State Administrators, who, when they visited District Offices, were considered liaison representatives between the State Administrator and the District Directors.

On February 1, 1936, the organizational structure was revised as set forth below:

#### Executive and General Office

- State Administrator
- Deputy State Administrator
- Assistant Administrator
- Administrative Assistant - General
- Administrative Assistant for Labor Relations
- State Director for Youth

#### Division of Operations

- State Director, Division of Operations
- Assistant State Director of Operations, for Project Planning
- Assistant State Director of Operations, for Project Safety
- Assistant State Director of Operations, for Work Camps
- State Paymaster
- Assistant State Paymaster
- State Supervisor of Tools and Equipment

#### Division of Women's and Professional Projects (W & P)

- State Director, Division of W & P Projects
- Assistant State Director, W & P Projects, for Planning
- Assistant State Director, W & P Projects, for Women's Work
- Assistant State Director, W & P Projects, for Recreation
- Assistant State Director, W & P Projects, for Education
- Assistant State Director, W & P Projects, for Statistical Projects

#### Division of Finance and Statistics

- State Director, Division of Finance and Statistics
- Assistant State Director, Div. of Finance and Statistics, for Control
- Assistant State Director, Div. of Finance and Statistics, for Statistics
- State Compensation Officer

#### Division of Employment

State Director, Division of Employment

Associate Director, Division of Employment

Assistant State Director, Div. of Employment, for Assignments

Assistant State Director, Div. of Employment, for Liaison and Adjustment

Assistant State Director, Div. of Employment, for Supervisory Labor

The office of the Chief Clerk was placed under the direction of the Administrative Assistant, General. The Division of Personnel became incorporated with the Division of Employment, with the State Director of Personnel as Director of Employment. A new position, Associate Director of Employment, was established with the stipulation that the incumbent must be a social worker. Another stipulation was that the State Director of the W & P Division must be a woman. In the Division of Operations a staff was set up to handle Information and Progress Reports which included several photographers and writers. On October 1, 1937, in accordance with instructions from the Central Office, the position of Assistant State Director of Finance for Statistics was abolished and the Office of State Statistician was created. It was set up as a Staff Officer position attached to the office of the State Administrator.

The District Office organization followed closely that of the State Staff, with District Supervisors and Assistant District Supervisors in charge of activities as hereinbefore stated and reporting to the District Directors with lines of informational and advisory contact running back to the State Directors.

Budgetary limitations for administrative expense provided by the E.R.A. Act of 1939 made it necessary on August 1, 1939 to curtail and realign functions and to reduce the administrative staff. A complete revamping of the several districts in Illinois resulted in the number of districts being reduced from seven to five.

Accounting functions had previously been centralized in the State Division of Finance and plans were made to effect further savings in administrative costs which might result from completely centralizing the processing of payrolls. In the District Divisions of Operations, Area Offices, as administrative units, were discontinued and all project reporting which had cleared through such offices went directly to the District Office. Much of the planning work relating to the writing of project applications was moved to the State Office; changes in the Safety organization involving the operation of the safety program by Zones without regard to district lines were made. In the W & P Division project applications began to be processed by the State Office staff as described above for the Division of Operations. In the Executive Unit the positions of Assistant District Directors were abolished in all Districts, except in the Chicago District Office. An Administrative Aide, to perform the miscellaneous clerical duties involved in the preparation of the District's Administrative Budget Request, the mail and messenger services, supplies and equipment, and prescribed personnel documents was authorized for the Executive Unit, District Supervisors of Operations were required to carry additional responsibilities also.

The NYA, which previously had operated within the WPA, was transferred by the President's Reorganization Plan I to the Federal Security Agency on July 1, 1939. On August 1, 1939, our organization was as follows:

Administrative Office

State Administrator  
Deputy Administrator  
Assistant Administrator  
Assistant to the Administrator  
State Statistician  
Chief Clerk  
State Personnel Officer

Division of Operations

State Director, Division of Operations  
Assistant State Director, Division of Operations  
State Planning Engineer  
Chief of Construction Section  
State Safety Consultant  
\*State Supply Manager

Division of Professional and Service Projects

State Director, Division of P & S Projects  
State Supervisor of Project Planning  
State Supervisor of Production and Service  
State Supervisor of Education  
Business Director of Federal Projects

Division of Finance

State Director of Finance  
Assistant State Director of Finance  
State Chief Accountant  
State Supervisor of Timekeeping and Payrolls  
State Compensation Officer  
\*State Property Accountant

Division of Employment

State Director of Employment  
Assistant State Director of Employment  
State Liaison and Adjustment Officer  
State Assignment Officer

\*Note: State Supply Manager and State Property Accountant were in the Supply Section, Supply Fund, but functioned under the Heads of the Divisions of Operations and Finance respectively.

The District Office organization followed that of the State Office with the exception of the Division of Finance. This division was handled by a District Timekeeper who reported administratively to the District Manager and technically to the State Director of Finance through Field Examiners and Inspectors.

Operating experience gained during the period for the fiscal year 1939-1940, while operating on a five District Office basis, indicated the advisability of developing a plan for re-districting the State on a six District basis. Effective July 1, 1940, this was accomplished and made possible closer general supervision and more frequent contacts with projects and sponsors. Under the new geographical changes the number of counties in each district and the number of workers and projects were more evenly divided, and travel distances to and from District Offices were shortened.

Considerable improvement in the Illinois organization was realized from February 1, 1940, when the Regional Office established a Standard Administrative Organization for all States in Region 4. This pattern was subsequently followed, with minor changes, when the Central Office later effected revisions in the National organization. The uniformity of organization accomplished by this move not only made it possible to issue and apply instructions with less difficulty; in addition, since all states in the Region operated under similar organizational structures, greater equity of administrative budgets resulted.

The State Administrator was the executive and directing head of the State WPA organization and, within the limits of rules, regulations, and procedures issued by the Central and Regional Offices, was responsible for decisions on all matters of policy and for the efficient and economical operation of the entire State Administration, including all functions of the State and District Offices.

The State Administrator was also responsible for all matters relating to appointive personnel and the general coordination of the work program in the State. He reported to the Commissioner, through the Regional Office, and was assisted by a staff of four Division Directors, each delegated with the authority necessary to carry out the functions of his division in the State. The four functional Divisions, each headed by a State Director, were known as:

- Division of Operations
- Division of Professional and Service Projects
- Division of Employment
- Division of Finance

In addition to the four Division Directors, the State Administrator was assisted by a Deputy Administrator who was delegated with full authority in the Administrator's absence, and made decisions, in the first instance, on problems referred by the Division Directors. Reporting to the Deputy Administrator, and in charge of sections of work in the Administrative Offices were Staff Officers with titles of State Statistician; State Information Officer; Chief, Office Service Section; and State Personnel Officer.

The only level of Administrative Offices below that of the State Office was the District Office, which was in charge of a coordinating head known as the District Manager. He was appointed by the State Administrator, subject to the approval of the Regional Director, and was responsible directly to the State Administrator for the proper coordination and promotion of the program within his district. He had direct supervision over all employees of the District Office insofar as was necessary in the performance of their assigned duties. The District Manager was assisted by a staff of four Division Directors who were responsible to him for the proper execution of the Division's functions, but who reported to the State Directors of their respective Divisions on all matters involving methods, procedures and practices, planning, scheduling and prosecution of projects and other special problems. The four functional Divisions and the titles of the Division Heads were:



District Director, Division of Operations  
District Director, Division of Professional and Service Projects  
District Employment Officer  
District Finance Officer

A breakdown of each Division showing their respective Sections, Units, and Sub-Units in the State and District Offices follows:

ADMINISTRATIVE:

State Office

Executive Office  
Statistics Section  
Information Section  
Personnel Section  
Office Service Section  
Supervisory Unit  
Service Unit  
Communications Sub-Unit  
Stenographic Pool Sub-Unit  
General Files Sub-Unit  
Supplies Unit  
Buildings Unit

Districts

Executive Office  
Office Service Section  
Service Unit  
Supplies Unit  
Buildings Unit

FINANCE:

State Office

Executive Section  
Accounts Section  
Supervisory Unit  
General Ledger Unit  
Project Ledger Unit  
Encumbrance and Liquidation File Unit  
Voucher Section  
Supervisory Unit  
Pay Roll Voucher Unit  
Supervisory Sub-Unit  
Time Report Sub-Unit  
Individual Earnings Record Sub-Unit  
Assignment File Sub-Unit  
Pay Roll File Sub-Unit  
Typing and Proofreading Sub-Unit  
Equipment and Miscellaneous Voucher Unit  
Travel Voucher Unit  
Field Examination Section  
Compensation Section  
\*Property Accounting Unit

Districts

Executive Section  
Field Examination Section  
\*Property Accounting Unit

## OPERATIONS:

### State Office

Executive Section  
Planning and Control Section  
Supervisory Unit  
Application Control Unit  
Engineering Review Unit  
Reports and Planning Unit  
Construction Section  
Safety Section  
\*Supply Section

### Districts

Executive Section  
Planning and Control Section  
Construction Section  
\*Supply Section

## EMPLOYMENT:

### State Office

Executive Section  
Intake and Certification Section  
Assignment and Labor Relations  
Section

### Districts

Executive Section  
Intake and Certification Section  
Assignment and Labor Relations  
Section  
Supervisory Unit  
Classification and Assignment  
Unit  
Labor Relations Unit  
Employment Files Unit

## PROFESSIONAL AND SERVICE:

### State Office

Executive Section  
Planning and Control Section  
Community Service Projects Section  
Welfare Projects Section  
Research and Records Projects  
Section

### Districts

Executive Section  
Planning and Control Section  
Community Service Projects Section  
Welfare Projects Section  
Research and Records Projects  
Section

\*Note: Supply Section and Property Accounting Unit were in the Supply Fund organization, but functioned under direction of the Heads of the Divisions of Operations and Finance respectively.

A Division of Training and Reemployment was established on August 1, 1941, to develop plans and programs for training and reemployment of certified persons for private and other public employment. Positions of State Director and District Directors were established, each provided with a minimum of necessary clerical staff. The Division was not divided into sections as in the case of other Divisions. The administrative and functional relationships of the Division of Training and Reemployment were the same as heretofore described for other Divisions.

Effective February 15, 1942, the Division of Professional and Service Projects, which had previously been called the Division of Community Service

Programs, became the Service Division.

On September 1, 1942, in order to maintain an adequate administrative staff in every State and at the same time keep within the administrative appropriation available to WPA for the fiscal year of 1943, certain functions pertaining to accounting, vouchers, and reporting were transferred from the State Division of Finance to a Field Finance Office serving several states. On October 1, 1942, further realignment of functions and change of organizational structure was effected. The principal change resulted from shifting certain functions, previously mentioned, to the Field Finance Office. In addition, a new Division was established, known as the Division of Finance and Control. This Division assumed the remaining finance functions, responsibility for application control, which was previously a function of the Division of Operations, and the Office Management functions formerly under direct supervision of the Administrator's Office. At the same time the name of the Division of Operations was changed to Division of Engineering and Construction, and the name of the Service Division to Division of Service Projects. On December 1, 1942, a State Division of Supply was established under the supervision of a State Director. The responsibility for all functions related to the acquisition, storage, issuance, maintenance, record keeping and disposition of property of the State Administration was transferred from the State Division of Engineering and Construction and the State Division of Finance and Control to this new division.

Accordingly, the administrative structure, which had passed through various stages of evolution, was, at the closing year of the program as outlined below:

- Office of the State Administrator
  - State Personnel Office

- State Division of Engineering and Construction
  - Executive Section
  - Engineering Section
  - Construction Section
  - Safety Section

- State Division of Service Projects
  - Executive Section
  - War Services Section
  - Defense Health and Welfare Section

- State Division of Training and Reemployment
  - Executive Section

- State Division of Finance and Control
  - Executive Section
  - Finance Section
  - Control Section

- State Division of Employment
  - Executive Section
  - Intake and Certification Section
  - Assignment and Labor Relations Section

State Division of Supply  
Supply Section (Supply Fund)

The district office organization closely followed that of the State office, except that there were no District Divisions of Finance and Control or Supply.

PERSONNEL ADMINISTRATION

At the beginning of the program in Illinois, in order to assure ultimate efficiency of operation and in the interest of good administration, personnel processing was not restricted to the Administrative staff. Candidates for assignment to supervisory positions on projects as well as timekeepers, cost and material clerks, stores clerks and, in general, persons having primary responsibility in conduct of projects or in the handling of fiscal reports and property were subjected to personnel investigation, to determine loyalty, reliability, and technical qualifications, as well as their sympathy and general interest in the program.

From July 1935 to February 1, 1936, this work was carried by a Division of Personnel with a State Director. The Division was broken down into major sections, such as Recruitment, Testing, File Development and Investigation, Placement, Staff Standard Control, District Office Processing, Certification, Reclassifications, Transfers, Job Analysis and Specifications, etc. A complete registration system covering every person making application for a position was established and maintained. At one time there were 275,000 such registrations and files in the Division of Personnel.

For administrative positions a Position-classification plan, which consisted of an arrangement of all positions in classes by segregating positions of equal difficulty and responsibility and which required similar qualifications, was administered in this Division for the entire State. By special arrangements with the United States Civil Service Commission, the Commission sent a representative to Chicago to instruct our technicians in the administration and grading of actual Civil Service tests of essential skills. Clerical, typing, stenographic, statistical, timekeeping, and comptometer tests were given. At the beginning tests were given in the State Division of Personnel at Chicago, and in each of the District Offices by the District Personnel Supervisor. The District Supervisor of Personnel also arranged with Superintendents of Schools and Business Colleges in every county in his district to hold examinations of all types in order than an opportunity could be afforded to people from all over the district to qualify for employment in the District Administrative Office and for project positions.

Administrative positions in the State and district offices were divided into major and minor categories. Positions in the State Office beginning at the level of Assistant State Director and in the district offices at the level of Assistant District Supervisor were regarded as major positions. Nominations of candidates for these positions required clearance with the State Administrator and the appropriate State Director prior to the submission of appointing personnel documents to the Division of Personnel. If, in the light of general personnel practice, there appeared reasons why the appointment should not be allowed, the Division of Personnel advised the State Administrator by memorandum stating its objection. After reviewing the facts



presented to him, the State Administrator advised the Division of Personnel of his approval or disapproval of the nomination.

In the State Office, requisitions for personnel for positions considered as minor were initiated in the office of the requisitioning State Director, forwarded to the State Administrator for his approval signature, and then routed to the Division of Personnel. The Division of Personnel identified the best qualified person on its list of available persons, taking into account his sympathy with the objectives of the program, examination grades, training and experience, and other factors relative to the placement, and referred the person so identified to the requisitioning executive.

In the district offices, division heads requiring administrative personnel addressed memoranda to the District Manager outlining the duties of the position. If the District Manager approved he conferred with the District Supervisor of Personnel, who designated the proper occupational classification and salary for the position. The District Manager then selected for appointment a qualified person from the available file of the Supervisor of Personnel. The appointment forms, a copy of the complete personnel file, and a transmittal memorandum from the District Supervisor of Personnel were then sent to the State Division of Personnel for approval of qualifications and processing.

Similar procedure was followed in the selection of project supervisory personnel. Persons nominated for certain selected positions required review and approval of the State Director of Personnel in conference with the appropriate State Director. All others were controlled and processed in the district office. In the Chicago district office and in the district office serving Cook County, all requisitions for supervisory personnel were processed by the State Division of Personnel. All personnel files of employees of these two district offices were developed and housed in the State Division of Personnel.

In 1937 the functions of the State Personnel Office were transferred from the State Division of Employment to the Office of the State Administrator, where this work with respect to project supervisory positions, continued until early 1940. From that time on, all State Office review of project supervisory positions was the responsibility of the Division of Employment.

In January, 1940, responsibility for the preparation and processing of administrative pay rolls, which previously had been in the office of the Chief Clerk and later in the Division of Finance, was placed in the State Personnel Office. This also involved the maintenance of individual earnings and sick and annual leave records. On January 24, 1942, when WPA employees became subject to the provisions of the Retirement Act, the State Personnel Officer was made responsible for the development of procedures required to establish and maintain a Retirement System within WPA. On November 1, 1942, this responsibility, together with the duties relating to pay roll preparation, was transferred to the Division of Finance and Control.

On August 1, 1940, all appointive positions on the Illinois WPA staff were classified in conformity with class specifications and class titles prescribed in the Manual of Class Specifications. A Compensation Schedule for these class specifications and titles was provided for and was referred to as the Appointive Classification Schedule. The Official classification titles pre-

scribed for WPA appointive positions are the standard titles used by the U. S. Civil Service Commission and by all Federal Agencies following the principles of the Federal Classification Act. The classification of each appointive position to the appropriate ACS grade and class title in the Manual of Class Specifications was the responsibility of the Director of Administration in the Central Office. Requests for classification actions were submitted in duplicate on Position Classification Sheets containing complete descriptions of the duties, responsibilities, and authorities involved in a position. Certain key positions in the State administration required Regional Office approval and were submitted to the Regional Office for transmittal to the Central Office. Position Classification Sheets were prepared and submitted.

1. When it was proposed to establish a new position.
2. When there was a material change in duties of an existing position.
3. In any other case where a review of a position with respect to grade was desired.

Letters submitting Position Classification Sheets for allocation by the Central Office included narrative and detailed discussion of circumstances surrounding the request. When the duplicate of the Position Classification Sheet was returned to the State Administrator, the title and assigned grade indicated thereon became final.

On August 1, 1942, complete responsibility for classification action, except for a few selected major positions, was returned to the states. While it was realized that this change was made to effect economies in operations, nevertheless it is believed that all classification action should properly be under Central Office control. If a classification plan is to have the standing and competence essential to sound administration, it should be administered by a Central Office authority whose review and action in establishing class titles and grades will be thoroughly impartial and not influenced, as the State's may be, to consider the cost involved. In the event it is not possible for a Central Office to actually do the work of allocating positions to classes and grades, it is believed that broad policies and rules should be established and that a field staff of Classification Auditors be made available to check the work of the several State Administrations for uniformity of action.

### Rating or Service Reports

Probably no personnel practice is more constantly utilized and more generally unsatisfactory than service ratings. There is a need however for some sort of a validated measuring stick that will bring to light deficiencies, errors in judgment, and limitations of capacity, as well as the more favorable traits of employees. A rating system will often aid in a training program by indicating weakness that should be corrected. It will also aid the Personnel Officer in reviewing his recruitment program. Any such system should be introduced by the Central Personnel Office, as it will be of material assistance in using the system to be able to advise employees that it is being universally applied. Ratings should be issued at least twice a year and should be discussed with employees in an effort to assist their progress and to cut down excessive turnover. Wisely used it is a means of keeping the working force on its toes.

## Progressive Salary Adjustments

It is believed that the relationship between the classification plan and a compensation plan is so intimate that a single head should administer both. Compensation is the most important employee incentive and a well administered Personnel Division should be in a position to see that salaries are adjusted promptly to changing economic and employment conditions. A fiscal executive has a different approach than the Personnel Director and is often inclined to regard a salary problem as one of pure expenditure rather than in terms of the provision of personnel incentive. Few tasks of a State Administration are fraught with so much difficulty as the capable handling of requests for salary increases.

The adoption of a periodic salary increase plan, based upon satisfactory performance on the job, as reflected by employee service rating reports, will serve as an incentive to maximum employee effort. A small percentage of the approved monthly administrative budget should be allocated for this purpose.

## The Personnel Office

Personnel administration is a major staff executive responsibility. The Director acts in an advisory and consultative capacity to the State and Deputy Administrators, and to the State Directors and District Managers. As the administration of a sound personnel program cross-cuts authority, it is believed that recognition of his position as a representative of the State and Deputy Administrators would free the office from any possible influence or prejudice of any one of the major divisions. Moreover, his presence in the administrative organization, attached to the office of the Administrator, should assure his inclusion in the top councils where the human aspect of administrative problems will receive adequate consideration before final decisions are made with respect to policies and procedures.

The Personnel Officer should be permitted to employ a staff of qualified technical assistants to satisfactorily discharge the duties and responsibilities of his office, which should include: Development and administration of a Position-Classification and Compensation Plan; minimum qualification standards; testing program; recruitment; selection and placement; review of proposed reclassifications, promotions, reinstatements, demotions, and transfers; in-service training program; salary adjustment plan; system of employee ratings; employee relations; preparation of administrative pay roll; maintenance of leave and retirement records; maintenance of personnel files; occupational classification files for employees and applicants; and personnel control records.

On his staff should be at least one full time field representative whose duties would involve liaison work with District Managers and division heads. The lack of such a person was a serious defect existing in Illinois WPA. Such service as he could have rendered would have repaid the expenditure made many times over. The personnel officer should have technical supervision of a District Personnel Supervisor and his staff, in order to assure uniform application of high standards of personnel administration.



## OFFICE MANAGEMENT

Office Management was organized at the inception of the program in Illinois under the jurisdiction of a Chief Clerk who had initially the standing of a State Division Head and was accountable to the Deputy Administrator. In addition to being responsible for functions attendant to office management, the Chief Clerk was responsible for the processing of administrative pay rolls and of travel vouchers. Subsequently, realignment of functions resulted in the transfer of administrative pay roll and travel voucher processing to the Division of Finance.

Under a later reorganization, the Chief Clerk's division became the Office Service Unit in the Administrative Division and in 1942 the functions related to office management represented a part of the functions assigned to the Control Section of the Division of Finance and Control.

At the start of the organization the Chief Clerk was represented in District Offices by an Office Manager who was under administrative supervision of the District Manager and technical supervision of the Chief Clerk. After several years, reorganization of the administrative sections resulted in abolishment of the position of Office Manager, the related duties becoming a direct responsibility of the District Manager.

While it was often necessary to abolish certain functions deemed essential due to budgetary limitations, and in Illinois the abolishment of the position of Office Manager in the District Offices was agreed to for this reason, it is recommended that the position of Office Manager be included in the budget of any organization employing approximately 50 or more persons. It is a fact of long standing in commercial and industrial fields that a well qualified Office Manager, carrying an appropriate level of administrative authority, has a definite place in the organization structure. The position of Office Manager is a profitable investment in that it provides for studied consideration of factors of economy and efficiency in establishing and coordinating office services to the general program. An Office Manager will also relieve his superior, who in a large federal agency is usually an administrative Head, of matters extraneous to the broad operating responsibilities attendant to the position of his superior.

Initially the Chief Clerk did not attend all conferences called by the Administrator or Deputy Administrator with State Division Heads. Often, advice concerning office management services in connection with plans initiated and developed in such conferences was not furnished to the Chief Clerk sufficiently in advance to provide effective and efficient service. This was corrected by the attendance of the Chief Clerk at all conferences of State Office Division Heads. It is believed that there are few operations in any large organization which are not of significance to some extent to office management. It is therefore recommended that the person responsible for office management be attached to the Executive Office in order that services may be anticipated and coordinated to the requirements of the program.

While the Chief Clerk was responsible for the acquisition of premises for occupancy by administrative offices only, it is recommended that administrative control be exercised over the acquisition of all space, inasmuch



as the thoughts and activities of an operating head are largely taken up with operating problems, and those factors entering into the determination of appropriate and suitable quarters do not always receive appropriate consideration. Further, centralized space control will insure that pre-negotiations are handled within the scope of regulations.

The desirability of obtaining space free of charge for occupancy by administrative or project offices is questioned, particularly when the lessor is a sponsor. This question is raised on the basis that, notwithstanding emphatic expressions to the contrary at the time such arrangements are made, free space is in effect sometimes construed by the lessor or his representatives as an implied obligation; thus presenting the possibility of an attempt being made to secure arrangements or special concessions not compatible with the best interests of the organization.

The Chief Clerk was charged with the responsibility for the acquisition of furniture, office equipment, and office supplies for both administrative and project use. It is recommended that the acquisition of such properties be the responsibility of an administrative head to insure the acquisition of equipment most suitable for the job to be done.

Generally, an operating Head is not familiar with the various types of office machinery and their uses and often requests the purchase of a certain piece of equipment on the basis that it will do the job but without knowledge of other equipment more suited or economical. As an example, a requisition was initiated for nine accounting type machines at a cost of approximately \$7,200. An analysis of the job to be done showed that the desired result could be accomplished satisfactorily with equipment costing approximately \$2,700, which was, of course, ordered.

At the start of the program, office furniture was largely secured on a loan basis from the Illinois Emergency Relief Commission. The furniture so loaned was fabricated by the relief commission in their workshops approximately five years prior to this time. The furniture was not in good condition and, in addition to causing irritation to the employees using it, a heavy maintenance cost was experienced in keeping the furniture in repair. This furniture was used several years before being replaced with new furniture purchased by the WPA.

Initially, office supplies were requisitioned through the Treasury Procurement Office by individual projects and administrative offices. However, shortly after the start of the program it was readily recognized that the requisitioning of office supplies by individual project units was resulting in the purchase of stock not required nor suited for the job. As a consequence, a system was instituted whereby the acquisition and warehousing of all office supplies, in the first instance, was carried on under the Chief Clerk. This was done by means of establishing a revolving fund from which the initial purchase was made and withdrawals from the central stock were charged to participating units at cost plus 10% which covered the operating cost of the arrangement.

Later procedure provided for the centralized purchasing of office supplies as a function of the Supply Fund with stocks maintained in the several district warehouses. As a result of decentralized stocks and the absence of administrative control over purchases, excessive quantities and items not essential

to the operating program were subsequently brought to light. This condition was, in a measure, corrected by the termination of decentralized storage in favor of centralized stocks in the State Supply Warehouses and further by administrative approval of requisitions for purchase of supplies for stock.

In this connection, it is again recommended that the acquisition of all office supplies be under the jurisdiction of an administrative head. This recommendation is based on the apparent fact that the matter of office supplies is seemingly too insignificant for any particular attention or control by operating personnel. Acknowledging that office supplies by individual items and nominal quantities do not involve appreciable sums of money, the overstocking, misuse, and purchase of inappropriate supplies amounts to an appreciable figure when viewed in terms of a state-wide basis.

Initially, reproduction work in connection with the duplicating of instructional material, forms, special releases, etc. was furnished by the Reproduction Unit of the Illinois Emergency Relief Commission, quartered in the same building with the State Administrative Office. Mimeograph machines were furnished to the District Administrative Offices for the reproduction of instructional material originated within the District. As the volume at the State Office level reached considerable proportions, the staff of the Reproduction Unit of the IERC was inducted into the WPA State Office and the equipment of the shop was transferred to WPA on a loan basis.

Later, mimeograph machines were recalled from District Offices and all duplicating required for the entire state, with certain exceptions, was done in the Reproduction Shop maintained in the State Office. Under subsequent reorganization, the Reproduction Shop was transferred to the jurisdiction of the State Supply Section. However, administrative control of material reproduced and quantities thereof was maintained. It is firmly recommended that such administrative control be maintained over any and all types of reproduction inasmuch as a unit, other than the administrative office, tends to furnish such work solely in the light of service and without regard to the propriety of the reproduced material.

Prior to the inception of the Supply Fund, the responsibility for inventory control of office furniture and equipment was vested with the Chief Clerk by virtue of the responsibility for the acquisition thereof. Inventory control of office furniture and equipment passed to the Supply Fund at the time this activity was originated.

## RECORDS AND CONTROL

### Records

At the inception of the program a file system was instituted in the State and District Offices predicated on a Central File for each such office. The method installed was the Remington-Rand subject file system. With the abolishment of the position of Office Manager in the District Offices, the Central File in District Offices was disbanded, each division assuming responsibility for the maintenance of its files. This resulted in a disintegration of the Remington-Rand subject system for the reason that the average departmental typist or clerk used the most expedient means of filing,

irrespective of practicability. A multiplicity of "systems" was developed which made good control and workability of files difficult. Many such files were developed on the basis of individual name of the addressee or the addressor. Such a system worked as long as the person building the system remained on duty and had a good recollection. Acknowledging that central files versus divisional files is a debatable subject, it is recommended that a uniform system be installed. Regardless of whether the system be Remington-Rand, Dewey Decimal, or others, it should be mandatory that all material with the exception of certain types such as schedules, finance records, etc., be filed by subject. Furthermore, file systems should be devised to permit orderly retirement of inactive records and those of no value.

During the early stages of the program little attention was paid to the rapidly mounting collection of records in field offices until such accumulations presented major problems in connection with storage. While the major portion of field records are of only transitory value, it was difficult to obtain the release of inactive material for centralized storage. As the accumulation became burdensome at the project site, the records would be placed in some nearby location, supposedly for ready reference, instead of being released for storage in the Central Archives. This practice resulted in the accumulation of inactive records in many locations and various types of premises within the state, i.e. in the basements of City Halls or other municipal buildings. In such instances the storage would be secured on a personal basis by project personnel. At the termination of the activity or change in location of the project office, the records so stored would remain without further consideration. Later it was necessary to enlist the aid of key field personnel such as Area Engineers and Field Examiners in ascertaining these locations to permit appropriate disposition.

It is therefore recommended that a positive system of record control and fixed periodic retirement of inactive records be actively maintained in any organization, particularly those with multiple offices.

In this connection it is stated only briefly, due to the possible adaption of most any file system, that a document should not under any circumstances be placed in file without first being appraised as to its record value, permanent or transitory, and such appraisal so indicated on the document. The file arrangement should of course provide for the segregation of material of permanent record value from that of only transitory value. Thus, the files are in position at all times for orderly retirement. With respect to multiple copies of forms, it would be desirable that each copy carry an indication of the file significance, established at the time the form is originated. In most instances only one copy of a report or form is essential for the permanent record. Under the arrangement stated above, additional copies would not become a file burden.

During 1940 the process of microfilming with Recordak equipment was instituted for the preservation of important records. This activity was carried on as a project under administrative supervision.

While the actual filming of documents is relatively simple and production is limited only by the capacity of the equipment, the processing of documents prior to filming represented a costly procedure in eliminating unimportant documents and rearrangement of documents in prescribed sequences. Under a



uniform system of filing and the segregation of important and unimportant records prior to filing, there should be no need of "processing" records at the-time of their removal from active status.

It is believed that the merit of preserving important records on microfilm is beyond question. However, a comprehensive index to the subject matter is of paramount importance. Emphasis is so placed due to the fact that, on microfilm, there is a total loss of normal visibility of the complete documentary file. In other words, when searching a film, only the image of one or possibly several documents are exposed in the viewer, whereas the complete file is available when in documentary form.

## Control

### Administrative Budgets

The Head of Office Management was responsible for the determination of overall propriety of obligations incurred and the control of administrative expenditures with respect to "Other", "Travel", and "Communications" expenses within monthly budgetary limitations. In this connection, all such obligations state-wide, chargeable to the administrative appropriation, were cleared and requisitioned by the Chief Clerk. With a fluctuating need for administrative funds and the variance of need between operating divisions and districts, a centralized point of clearance and encumbering facilitated maximum control and permitted necessary flexibility in the use of budget and fund allocations.

While the State Administrator maintained continuing jurisdiction over personnel actions concerning the administrative staff, the record control of such during the early period of the program was largely in terms of correspondence. Later, the Deputy Administrator and the Chief Clerk devised a system of a more formal type concerning authorized positions, the record control being maintained by the Chief Clerk. An adaptation of this system was made effective in 1940 by the Regional Office whereby the status of every authorized position and its significance in terms of budgetary status was immediately available.

This projection of positions in relation to budgets also included a continuing record showing at all times the amount owed, by months, for final annual leave. The value of accrued annual leave is sometimes judged to be of minor importance when budgets are established. However, as an organization continues in force and expands, the value of accrued annual leave mounts rapidly to sums of major importance. Without an authentic record by months of the amount owed, sound budget estimate cannot be prepared. Our experience prompts the recommendation for the maintenance in the State Office of a positive position control record in relation to budgetary allocation and a running record of the amount owed for final leave.

## Procedures

During the primary period of the organization, procedural and instructional material released at the State Office level was initially prepared by the division concerned and cleared State Division Heads prior to approval of the Administrator. In this connection, all instructional material origi-

nated in the State Office was released in the form of Official Bulletins in numerical sequence. This was later changed to the use of divisional releases when the subject matter was of concern to only one division, Official Bulletins being used only when the subject related to more than one division. Subsequently, and following in general the pattern established by the Central Office, technical and non-recurring instructions and informational material were released in the form of Divisional Letters numbered in Divisional sequence. This Divisional Letter system was devised at the time the Central Office promulgated the use of the Manual of Rules and Regulations. While the Divisional Letter system provided for technical and non-recurring instructional material, recurring instructions were released in the form of Supplementation to the Manual of Rules and Regulations. Supplementation to the formal Manual of Rules and Regulations was accomplished by mimeographing; the pages being numbered by digit significance to the number of the page of the Manual containing the subject matter.

It is acknowledged that the frequent change of emphasis and recurring revision of basic regulations necessitates revision of operating instructions. While this may be accomplished with a minimum amount of work by the issuance of supplements to the original letter, the use of such supplements has proven to be of particular concern to field personnel responsible for applying the provisions of the instructions. It is often difficult to correctly interpret a release which has been supplemented or amended several times and, where this media is used, field personnel are never sure they are in possession of complete instructions. In order to overcome this problem, we adopted, at the same time we instituted the Divisional Letter series, the practice of issuing no supplements. Instead, whenever a given numbered procedure required modification or additions, the original procedure was completely superseded.

Written procedures for field use played an important part in administration of the WPA program. Proposed instructional material originated in the several Divisions in the State Office, was cleared first with other Divisions to effect coordination; it was then administratively reviewed in the light of over-all propriety, format, and to insure that the material was not in conflict with other regulations or policies pertinent to the subject, after which it was cleared with the Administrator's office, where changes were recommended or approval given.

There was little complaint from the field that procedures were not clear, but it was a common complaint that they were too voluminous. It is believed a better job could have been done had there been a small procedures section attached to the State Administrative office, headed by a competent person who could devote his full time to preparation of procedures. Also, since there was a pronounced tendency by operating personnel to build up excessive procedural files, it was essential that periodic review be made of mailing lists to maintain distribution commensurate with actual requirements.

#### PUBLIC RELATIONS

One of the principal duties of the Administrator was that of maintaining good public relations. This duty was exercised through contact with the press, by correspondence and personal contact with public officials and

agencies, private individuals and groups.

It was the policy of the State Administration that release of information through the press and similar media was justified. This policy was based on the premise that the public had a right to know for what and how its funds were being expended. The purpose of releasing public information is sometimes misconstrued as a method of promoting self interests in order to perpetuate a program. Actually, public understanding is a necessary part of administration without which programs cannot operate efficiently and bring a maximum return on the taxpayer's dollar.

The State Administrator held press conferences as occasion required, answered questions of the press upon call, and prepared or directed preparation of press releases concerning important projects, program changes, accomplishments, etc. In the Fall of 1935 a large public information staff was established to facilitate these activities. A photographic staff, clerks and typists, were assigned to the Division of Operations under a State Consultant for Progress Reports, who reported to the State Director of the Division of Operations. In addition, there was an Administrative Assistant reporting to the State Administrator whose job it was to contact newspapers for the purpose of obtaining favorable publicity and counteracting unfavorable publicity. Under this person there was an Information Officer in each District Office who carried similar functions at the district level. Great numbers of news releases were issued concerning the WPA program, both at the State and district levels. This development, part of a national program, became exceedingly top-heavy and expensive, to the point where there was danger of justifiable criticism on a national scale of the amount of funds being expended for so-called publicity purposes. In the Fall of 1936, by directive of the Central Office, this grandiose setup was dissolved. Subsequently the Information staff was reduced to one Information Officer, a secretary, and a photographer in the State Office, and a similar staff in the District 3 office, Chicago. In 1941 the information program was expanded to include two additional Information Officers, each serving two districts of the downstate area. Because of need to effect administrative economies, all Information Officers were eliminated in July of 1942, and direct responsibility for public information, news releases, etc. was placed upon the State Administrator.

During the greater part of the program, press releases sent out from the State Office were of a state-wide character. While occasional state-wide releases were of value, experience proved that local news concerning community projects or activities stimulated greater interest and carried greater weight in developing good public relations. District Managers maintained good relations with the press at the district level of organization and made occasional press releases; however, the amount of activity in this regard varied with the personalities of the respective Managers.

Experience showed the fallacy of a public information program developed on too large a scale, and proved the value of one which was conducted on a planned but moderate basis.

The maintenance of friendly relations with public officials on the part of the State Administrator and District Managers, to whom similar responsibility was delegated, played an important part in the operation of the program. Conferences and correspondence with such officials afforded an opportunity to plan



programs, explain regulations and clarify policies. Occasionally it was necessary to settle controversies; more often to clarify a problem and arrive at a mutual understanding before a controversial stage had been reached. Inspection of projects in company with sponsors' representatives, and attendance at dedications of completed projects and occasional public addresses afforded a further opportunity to cultivate good public relations.

While the majority of labor relations problems were handled conclusively either by project superintendents or by the Employment Division, the State Administrator and District Managers occasionally found it necessary and desirable to listen to and deal with organized labor groups, groups representing individual complainants, and to individuals whose complaints had reached an appeal status. However, this time was usually well spent and went a long way toward maintaining good relations with workers and averting labor difficulties. During the life of the program there were few labor difficulties that could be called really serious in Illinois, and few groups or individuals whose appeals were referred to higher levels of administration than the State Administrator.

## SAFETY

Because of the magnitude of the program and the speed with which it was necessary to put thousands of people to work in occupations for which many of them were not trained, it was essential that a Safety Organization be established simultaneously with the assignment of project supervision and workers. Few experienced Safety Engineers were available in relation to the number required to provide immediate and adequate coverage of project operations. Even for the key administrative positions needed in the Safety Organization, such persons were not readily available and it became necessary to borrow from industry persons experienced in safety work to assist in organizing the Safety Department.

The initial Safety staff of the State Office consisted of a State Safety Consultant who reported directly to the Deputy Administrator, an Assistant State Safety Consultant, and necessary clerical staff. In each District Office there was a District Safety Consultant. He was administratively responsible to the District Manager, but operated under technical direction of the State Safety Consultant. Project Safety Inspectors were employed on the various work locations employing 100 or more workers, or where the type of work performed was of a hazardous nature regardless of the number of workers. They were administratively responsible to the Project Superintendent and technically responsible to the District Safety Consultant.

On February 1, 1936, the entire Safety organization was transferred to the Division of Operations. The State Safety Consultant became an Assistant State Director of Operations for Project Safety. The District Safety Consultant, later known as District Safety Inspector, reported to the District Supervisor of Operations and was charged to the District Office pay roll.

The control of any safety program rests heavily upon the accuracy of its accident reporting system. Under a decentralized type of administration, with the Safety Representatives administratively responsible to the districts, there was a tendency to withhold submission of accident reports or to temper them because persons preparing the reports hesitated to send

reports to the State Office which would reflect upon their superiors at the district level. As a result of this experience, and with the view of further improving the Safety Program, a change was made in May, 1939, to a centralized administration under which the District Safety Inspector and all Safety Representatives were transferred to the State Office pay roll and were made administratively as well as technically responsible to the State Safety Consultant. Under the new plan of operation, safety education, inspection and reporting were activated by conducting safety meetings throughout the State, emphasizing the responsibility of administrative operating heads and superintendents for safety and interpreting policies and regulations laid down by the Central Office for application in the field.

Administrative and technical supervision of safety personnel vested in the State Safety Consultant resulted in a truer picture of operating conditions; of where, when and why accidents occurred which resulted in injury to workers. In order that these occurrences could be reviewed by the various operating division directors, an Accident Control and Inspection System was inaugurated in Illinois and given a one year trial, after which it was adopted nationally for this Administration. Under this system all accidents are coded for cause and recorded by classification by period of occurrence and location. Frequency of inspections and relationships between causes of accidents and recommendation thus recorded enabled State Office personnel to direct in a large measure the itineraries of field personnel with regard to the need for immediate re-inspections or investigation of serious accidents on projects.

All fatal and serious accidents were investigated by a district Accident Control Board to determine cause, fix responsibility, and recommend corrective measures to be taken to prevent reoccurrence. These Accident Control Boards consisted of the District Manager, acting as presiding officer, Director of the operating division concerned, Director of Employment, Safety Representative, and Area Superintendent. Though not members of the Board, the project superintendent or supervisor of the project on which the accident occurred and one or more employees who witnessed the accident were required to assist in connection with the accident investigation. A State Accident Control Board, consisting of the State or Deputy Administrator, acting as presiding officer, the State Director of the operating division concerned, the State Director of Employment, and the State Safety Consultant, reviewed and passed upon the findings and recommendations of the District Accident Control Board, regardless of whether the decision of the latter Board was unanimous. The State Administrator took whatever administrative or disciplinary action was necessary to carry out the recommendations of the State Accident Control Board.

At the beginning of the program, the lack of qualified Project Safety Inspectors, familiar with accepted Safety practices on construction and other types of work, resulted in failure on the part of supervision to wholeheartedly accept the Safety Program. An administrative error was made in an attempt to secure wide coverage of projects with Safety Inspectors when a sufficient number of qualified persons was not available. Only those who were well qualified should have been assigned and others should have been trained for assignment later. After this situation was recognized, the number of Project Safety Inspectors was drastically reduced.

Safety meetings were conducted during the early years of the program by



Administrative safety personnel, during which construction workers were instructed in safe practices. With the reduction in the safety organization, responsibility for conducting safety meetings was transferred to project superintendents. The material for these meetings was developed by the State Safety Consultant, but the conduct of the meetings was solely in the hands of the project supervisory staff. As a result, a new and more direct approach to safety problems was obtained, and, generally, WPA project superintendents and foremen who engaged in these safety meetings gained a more thorough understanding and appreciation of safe construction practices than is usually had by similar workers in private industry.

Practically all superintendents and project foremen were given first aid instructions through the American Red Cross, the Bureau of Mines and Minerals, or through a number of WPA-employed first aid instructors. Through cooperation of the educational project operated by the Division of Service Projects, arrangements were made for employment of a number of first aid instructors. Lack of sufficient numbers of qualified first aid instructors necessitated training of additional instructors. As a result, workers previously unfamiliar with first aid practices emerged from the WPA program as qualified first aid instructors. These workers were required to pass examinations given by either the American Red Cross or the Bureau of Mines. An excellent instructional staff was developed, making it possible to conduct an extensive first aid training program on projects throughout the State.

## IN-SERVICE TRAINING

### Administrative Employees

Selecting a person for a particular type of work and bringing him into a productive relationship with it are two entirely different things.

There did not exist in the Illinois WPA a recognized definite plan of In-Service training for administrative employees. Without being recognized as such, training did occur as a natural by-product of administrative functioning, but it was not as effective as it might have been. It was found that too often supervisors, at both the administrative and project level, did not properly instruct new employees or fully develop the potential supervisory or productive capacities of old employees. While it was not our general experience, it is a known fact that many appointees assumed, once they were appointed and assigned to a job, they needed only to perform perfunctorily to hold their positions indefinitely.

The lack of a definite In-Service training program for administrative employees was offset in a large measure by the fact that at the beginning of the program we had a large staff which, after reaching an early peak, was progressively reduced in number because of limitations in administrative funds, and natural instinct to keep the remaining staff as strong as possible caused inefficient personnel to be successively eliminated. Nevertheless, it is believed that a definite well planned In-Service training program, together with application of the probation system, would have improved the character and efficiency of the administrative staff. There should be included in any organization an early program for training of supervisory and subordinate employees. The most economical and feasible way to train employees is by utilizing the services of regular operating supervisors after they themselves have been properly trained.

## Division of Engineering and Construction

Even though In-Service training as a part of the activity of the Division of Engineering and Construction was not officially recognized, it did exist, not only because of the necessity to furnish projects with skilled workers not otherwise available, but also because of the inherent aptitude of many workers to assimilate additional knowledge and the desire, the ability, and the willingness on the part of project supervisory personnel to impart such knowledge.

Workers possessing qualities of leadership were advanced to minor supervisory capacities, and in many instances, after years of experience on WPA, became superintendents of work in which they had never before engaged. On many occasions loss of skilled workers to private industry and lack of other skilled workers in the community necessary to continue project operations required intensified development of skills by project workers while engaged in project operations. The need for training workers in construction work was emphasized at the outbreak of war when a considerable amount of construction work developed in communities where war industries were located. Carpenters, bricklayers, bottom-men, tractor drivers and truck drivers were required in war construction and many of these requirements were filled by workers who had developed such skills entirely on WPA projects.

## Division of Service Projects

The training of employees of the Division of Service Projects became a major objective with the opening of the first project and continued to the end of the program. While it was true that some project workers came to the program with special skills and talents, nevertheless it was necessary to give attention to the adaptation of their skills to the needs of the particular project activity. During the first years of the program the responsibility for In-Service training was left in the hands of project supervisors with advice and some direction being given by technical consultants from the State, Regional and Washington offices.

As projects developed it became apparent that to apply uniform standards and improve service, more direct training of project supervisors was needed. Technical and professional personnel of the highest caliber available was sought for the State supervisory staff, and technical manuals and training courses were developed for use of unit and county supervisors.

As the program expanded and demands for the services of various projects were received from more and more communities it became increasingly difficult to secure from the professional market sufficient technically trained persons to fill all supervisory positions. This made it necessary to train non-technical supervisors with respect to technical standards and details of operation in order that they in turn might train workers under their supervision.

Beginning in 1939 a state-wide training program was established under the direction of the Personnel Training Staff to assist in developing a smoothly working, streamlined organization and, further, to assist project supervisors with personnel problems and supervisory techniques. Training supervisors were assigned to several projects and there began a period of intensified supervisory and employee training.

In 1942 the position of training supervisor on each of the many project phases was eliminated because of the reducing program and consolidation of projects. The three sections of the Division of Service Projects became two major projects - Defense Health and Welfare, and War Services. A training supervisor was assigned to each at State and District levels. These supervisors worked under the direction of the State Training Supervisor of the Division of Service Projects. They were chiefly concerned with project or phase training and with the coordination of training activities in the field.

The In-Service Training Methods used ranged from the elaborately planned institutes of the early days to the small work groups which were later employed at all levels. One characteristic of the work group device was the emphasis which it placed upon worker participation in planning and conducting the activities. This assured participant interest and benefit which was often lacking in the more formal courses which were planned exclusively by supervisors.

Widespread use was made of the training center where activities could be conducted under conditions approximating those found on the job. The House-keeping Aide and School Lunch projects made particular use of this device. Constant attention was given to the details of actual job requirements. The equipment of the centers was similar to that to be found on the job location.

A training school and a training camp were maintained by the Recreation Project. These training situations were of greatest value to project supervisors and the professional and skilled recreation leaders. For the semi-skilled projects workers these facilities, while they had many values, tended to create training experiences too different from the project work situations; consequently, for this group of workers training in job skills was more effective when carried on at the project site.

Small work centers were used by the Adult Education Project. Libraries of pamphlet materials, books, bulletins and lesson plans were available to the workers, and training was carried on under conditions which tended to stimulate individual and group initiative. Bulletins and materials used by this project were frequently developed by small groups of supervisors and workers, thus assuring a realistic or job point of view.

Throughout the life of the program a continual effort was made to bring about improvements in training methods. This was accomplished through constant experimentation with training techniques and resulted in the development of many new and progressive procedures.

## INSPECTION

Inspection is an indispensable tool of administration. The extent to which it should be applied depends on the extent to which an organization is decentralized, the administrative and technical qualifications and capacities of personnel in charge of decentralized units, and the amount of authority and responsibility delegated to such personnel. To overdo the matter of inspection or handle it improperly is a dangerous practice in its tendency to destroy confidence. An inspection system under which emphasis is placed



upon finding and reporting unfavorable conditions without at the same time providing positive constructive recommendations and suggestions for improvement is doomed to failure. The only excuse for higher levels of administration and personnel charged with responsibility for inspection is to be helpful to lower levels of supervision.

In the early stages of the program some of the cardinal principles of inspection mentioned above were not fully recognized. Unannounced inspection of projects was common practice even to the extent of not making it known to the District Manager that a representative of the State Office was in the District; direct orders were given to project supervisors to make corrections, often without making it known to district office officials that such directions had been given; reports of such inspections were made directly to the State Office for scrutiny and administrative action. The result of all this was a growing feeling on the part of district office personnel that representatives of the State Office were "pussyfooters," and inspection, though well intended, did not bring the desired results. Not too late, however, the approach was changed; State Office personnel cleared with or made known to District officials their presence in the District; where necessary, except in extreme emergencies, suggestions rather than directions were given to project supervision, and after inspection the inspectors discussed their findings and recommendations with District officials, their reports to the State Office simply serving as a confirmation of action taken and cue to further follow-up if necessary. Marked improvement in administrative relationships and operations was observed following this change in approach to the problem.

Over-all inspection of administration of the program and of the functions of the administrative offices was exercised by the State Administrator, the Deputy Administrator, and the Assistant Administrator; of Office Management functions, by the Chief Clerk at the beginning of the program and by Chief of the Control Section, Division of Finance and Control, at the close of the program; of administrative personnel practices, by the State Personnel Officer. Inspection in relation to Employment and Finance functions is described in separate chapters under those headings; Safety likewise. Inspection with particular reference to the Divisions of Service Projects and Engineering and Construction is described below:

### Division of Service Projects

The functions of inspection in the Service Division were maintained through three major techniques: Field Visits, Field Reports, and Staff Conferences.

#### a. Field Visits

Frequent and thorough field visits by administrative department heads and technical supervisors are essential for efficient project operation. With a program of hundreds of scattered operating units, sometimes employing only a small number of workers, it was impossible to obtain the highest qualified unit supervisor for each project location. Both technical and administrative supervision and direction were necessary as a check on the progress and performance of the program. These field inspection visits were of two types and operated on both District and State levels.

### Routine Inspections

These were regularly scheduled visits of the District and State-wide supervisors made on a pre-announced schedule to the project site. On these visits definite points of project operation were routinely inspected. These included the following:

- (1) Physical Plant
  - (a) Adequacy of Space
  - (b) Housekeeping
  - (c) Safety
  - (d) Lighting
  - (e) Sanitation
  - (f) Ventilation
- (2) Production
  - (a) Physical Equipment
  - (b) Layout of Work
  - (c) Flow of Work
  - (d) Progress
  - (e) Reports
- (3) Supervision
  - (a) Adequacy
  - (b) Quality
- (4) Workers
  - (a) Adequacy
  - (b) Qualifications
  - (c) Training Program
  - (d) Personnel Problems
- (5) Sponsor and Community Relationships

### Emergency Visits

District and State supervisors and administrative staff members made emergency visits to project units either at the request of project supervisors who needed assistance on a special problem, or to check a particular phase of operation which appeared to have developed weaknesses. Sometimes a special visit was made to follow through on adverse reports which had been received from the sponsor or others in the community. These visits were usually confined to inspection and consultation on the special problems involved, but could and did include a general over-all check on project operations if time permitted.



## b. Field Reports

The field report is essential as a follow-up of field visits. Because of limited administrative personnel, it was impossible for the Service Division staff to make as many field visits as would be required for satisfactory operation of all phases and programs under its administration. To offset the inadequacies of administrative budget limitations and to protect project performance, a second line of organization was established which in some measure duplicated administrative functions. State and District project supervisors were given administrative as well as technical responsibility for project operation. This device was definitely out of line in a staff and line organization, such as WPA, but was recognized for what it was, a substitute for administrative personnel. Under this form of organization, the State administrative staff and the District Directors were obliged to delegate to project supervisors a major portion of their responsibility for administration of the program. In this situation the field report became the most important tool of the administrative staff.

Various forms of field reports were experienced with. In some types of projects a check-sheet was used against which the State or District-wide supervisor noted conditions found on the project at each routine visit. However, many projects did not lend themselves to this stereotyped form of reporting. There was also the tendency on the part of the supervisor to become too perfunctory in his inspection. The only program which achieved any real success with this method was the Research and Records Program, whose projects could be set up and operated on a fairly uniform pattern. The most satisfactory field report was the narrative report, which placed no restrictions on the imagination or judgment of the person reporting. However, it was found that there were apt to be as many types of narrative reports as there were supervisors. After a period of experimentation and study by a committee of State supervisors, a uniform pattern for the field report was developed and put into effect.

This final form of field reporting was in operation in Illinois only during the past year, but during this period served to provide the administrative office with the most complete and intelligent evaluations of program operation which had yet been possible. While the major functional use for the field report was as a device for administrative inspection, it served also as an instrument for the evaluation of the field supervisors themselves. A similar device should be utilized in any future work program; it is essential for good inspection and supervision whether used by administrative or project personnel.

## c. Staff Conferences

With a minimum administrative staff, the problem of supervision for the different programs within the Division was the responsibility of the total administrative staff. Even when it became necessary to divide activities into two or three broad groupings such as Welfare, War Services, or Research and Records, it was necessary that the

administrative supervisors of each program be familiar with the broad outlines of activities operating under the other program.

Staff conferences were utilized as a means of developing techniques for inspection through discussion of the problems noted by staff members during field visits. From such discussion problems common to all and relating to administration could be segregated from those which were technical, and their solution reached through united approach to them on the part of all staff personnel. Through general staff discussion weaknesses of administration perceived by one worker during a field visit became warnings to another, and successful operating techniques developed on one project were adapted to others.

The result of bring administrative supervisors to a common understanding of current and new regulations, methods, and approaches to administrative problems was to equip them to assist field personnel on a uniform basis with respect to administrative matters without conflicting with like personnel carrying technical responsibility in other fields.

Since the success of a work program depends upon the efficiency of its operating units, close inspection of these units is essential to good administration. Any improvement in supervisory techniques will bring improvement in performance. Frequent and thorough routine visits, technical assistance at all times, comprehensive and intelligent field reports, and staff conferences for discussion and analysis of operating problems and weaknesses are all requirements for sound operation. Without these devices, administration becomes a paper structure functioning above and apart from the actual operations.

#### Division of Engineering and Construction

Early in the construction program the need for inspection of projects, particularly those of large employment, difficult construction or engineering work, or those of unusual characteristics, became apparent. One field engineer, reporting to the State Director of Engineering and Construction, was assigned to each District Office for the purpose of inspecting operations and reporting his findings directly to the State Office. Later this setup was reorganized and a chief engineer-inspector, responsible for inspection throughout the State and reporting to the State Director, was appointed. Between four and six engineer-inspectors, depending upon the size of the program, were assigned to check projects in the field. Their duties involved inspection of the work from an engineering and construction viewpoint and a check of the accomplishments against expenditures. During the height of WPA operations, inspectors were assigned projects in accordance with their specialized training, but later, when employment decreased and the travel expense involved under this setup became too great, inspectors were assigned by zones. Not all projects were inspected, because insufficient personnel was involved. The results of such inspections were beneficial not only to projects then in operation, but also were beneficial in connection with development and operation of future projects. As a result of these inspections, we were able to rate project superintendents in accordance with their ability, training and current performance, and determine the supervisory rates in consideration of the findings of these inspections. The field inspectors assisted materially in improving the character of

workmanship and, in general, raising the standards of WPA construction.

More frequent project inspection was accomplished through area engineers or superintendents. The territories covered by such personnel depended both upon distances between projects and number of workers involved. The area superintendent acted as the liaison between the Administrative Offices and the project operations, and because so many assignments were his lot, and because of the wide scope of construction which he covered, he was not always qualified nor did he have the time to make thorough project inspections.

In each District Office there was assigned a chief area engineer to whom the area superintendents reported. The chief area engineer was generally responsible for project operations within his district and materially assisted area superintendents on the project, including work with which the area superintendent was not too familiar.

Because improvements constructed by WPA were more critically scrutinized by the public than the average private contract project, the importance of proper inspection coverage cannot be over-emphasized. Differences of opinion developed because of different standards in different communities, but in general the inspection service benefited not only the projects which were constructed by WPA, but also helped to increase the standard of construction of project sponsors and other public agencies in the community.

## PLANNING

GENERAL

In May of 1935 the F.E.R.A. authorized the Illinois Emergency Relief Commission to set up a work project to analyze approximately 10,000 approved work relief projects in the state, of which about 4,300 were actually in operation. This was undertaken with the view to preparing as many projects as practicable for use by the new WPA as needed. This advance planning proved to be of great assistance, as the newly organized staff of the WPA was faced, in August of 1935, with the immediate problem of developing work projects which would provide thousands of men and women with employment in the types of work which would best utilize their skills.

Surveys of available labor, its location and skills, had to be quickly made by the Division of Labor Management. Plans were developed with public officials, local communities, and public and private cooperating agencies for placing these workers into useful activities and services.

In general, the services to be developed and the broad outlines of plans for operation were discussed with the sponsoring bodies. The project applications necessary to meet the requirements for project approval by the Central Office, necessary forms and documents, and details of project operation were developed by the WPA administrative staff. This required clearances and close cooperation between the Divisions of Labor Management, Intake and Certification, and Finance and Reports, and consultation, advice and direction from the State Administrator and the Regional and Washington Offices staffs.

ENGINEERING AND CONSTRUCTION PROJECTSGeneral

Planning for a Works Program requires placing full responsibility for project promotion, preparation and examination of project applications, the analysis of project reports, the preparation of special reports, and maintenance of control records, into a single department for effective, coordinated operation. Early in the WPA program these various functions were divided between several units in the administrative organization without an attempt being made to correlate either the efforts of the personnel or the information being developed. Overlapping of effort and duplicative contact with persons, both in the WPA and outside the organization, were soon uncovered. As a result of these findings, all of this type of activity was centered in the Planning Section of the Engineering and Construction Division. The result has been a functioning which developed a minimum of duplicated effort and confusion.

Project Promotion

In order to develop a program of projects for operation on a large scale, it was necessary in the early days of WPA to actively promote project



applications. This was accomplished by placing in the field a group of engineers whose duties were to contact public officials in all cities, villages, townships and counties of the State and to secure from them project applications to insure the employment of the unemployed workers. This type of promotion led to the submission of hastily prepared and unsound project applications. There was little advance planning and engineering analysis included in the development of project applications. In order to move quickly and avoid delays which would be occasioned through the purchases or rental of equipment, a large portion of the project applications were written to employ a great number of workers for hand labor operations on items of work which properly should have been done with equipment. Also, it was found that in those areas where there was a considerable amount of unemployment, the funds available for non-labor items were so limited that hand labor methods were necessarily substituted for equipment methods. The early promotion on a mass scale of project applications also resulted in development of a vast reservoir of projects which could not be operated because of lack of sufficient labor in some areas. This frequently led to controversies with project sponsors, and as a result of such controversies, projects were frequently started with not enough labor to effectively operate them.

It is believed that the initial effort in project promotion, which placed emphasis upon the speedy submission rather than the soundness of project applications, was in error. Sound project applications, based upon sound engineering and construction principles, could have been developed if sufficient time and effort had been exerted by way of placing more engineering assistance in the field and by properly analyzing proposed work. The slipshod methods used in early project promotion in many cases resulted in the feeling on the part of project sponsors that such practices were a part of the work program method of operation, and it required a number of years of intensive effort to overcome the effects of this early bad practice. In later years, as the program became stabilized with a fairly constant number of workers and the ability to produce worthwhile public improvements had been demonstrated, project promotion as an activity of the Planning Section practically halted. It was found that, in many communities, local officials presented project applications for many more projects than could possibly be operated within a reasonable period of time. For this reason, the filing of new applications by local officials was frequently discouraged unless the work proposed was of a higher character than the work already in the reservoir of approved applications or in the operating program. In such instances, the decision as to which of the projects was to be placed into operation was made the responsibility of the local officials.

#### Preparation of Applications

Except in a few of the larger municipalities or other governmental agencies, where competent engineering staffs were maintained or the services of consulting engineers were secured, it was necessary for the WPA to furnish considerable assistance to sponsors in the preparation of project applications.

It was found that local officials frequently erred in preparing the Project Proposal forms. Also, the rules of eligibility and the requirements of supporting information, which changed from time to time, were not clearly understood by them. Therefore, it was necessary to maintain on the Planning staff a group of engineers whose function was to discuss proposed work with project sponsors and their engineers or architects for the purpose of clearing such

items as eligibility, property ownership, methods of operation, extent of sponsor's participation, etc.; then, to secure a breakdown of the items of work to be included in the proposed construction; and from this information, together with plans and specifications, to prepare a formal application. The application forms were then presented to the applicant for final review and signature.

### Plans and Specifications

One of the major difficulties encountered was that of securing adequate plans and specifications from which to construct projects. Because of the lax methods previously mentioned, plans and specifications were largely non-existent in the early part of the program. Oddly enough, engineers and architects were extremely reluctant to develop plans and specifications on the same plane which would be expected of them had the work been constructed by contract. Frequently, the argument was advanced by architects and engineers that WPA organization was under the supervision of competent engineers of its own and they could supply missing details as needed. It was only upon establishment of a regulation that no work could be started without complete plans and specifications being on hand that it was possible to secure proper plans and specifications. In any work program it should be required that no work be started unless full and complete plans and specifications are on hand.

### Sponsors' Participation

In the early operation of WPA, the amount of sponsors' participation required was not a fixed percentage and in practice was rather low, averaging in Illinois some 18 or 19 per cent. Later, with the inclusion in the Appropriation Acts of a mandatory requirement of 25% sponsors' participation, the level of sponsors' participation steadily increased. The mandatory requirement of 25% sponsors' participation had a salutary effect on types of projects presented by the local communities. If a community was required to pay 25% of the cost of a project, it invariably was desirous of constructing the work in the most efficient manner. This resulted in the substitution of considerable equipment for hand labor, and frequently in the development of a higher type of work than would be undertaken had the community participated at a lower percentage of the cost.

An exception to the generally favorable situation relative to sponsors' participation existed in the southern section of the state, where, due to the great amount of unemployment in the Southern Illinois coal fields, counties were poor and consequently financial resources for new public works improvements were extremely limited. In this area it was difficult to secure the minimum requirement of 25% sponsor's participation; and it was not until employment on projects had decreased considerably from the peak that the 25% was finally reached. The effect of the inadequacy of sponsors' funds in the southern section of the state was the development of a large number of projects requiring very little or no non-labor costs. In Saline, Williamson, Franklin and Jackson Counties, drainage programs were undertaken which provided only for the excavation by hand of drainage ditches. Also, mosquito control projects were undertaken in these counties involving improvement and construction by hand labor methods of ditches through which low areas and swamps surrounding the more populous areas were drained.

A further result of the limited sponsors' funds available was the use of a large number of workers on the construction of farm to market roads, carrying on the excavating, grading ditching and backsloping operations almost entirely by hand rather than through the use of equipment.

The lack of sponsors' funds resulted in the application of considerable ingenuity in the use of native materials. Saw mills were set up to cut timber from which to construct road bridges. Quarry operations, in order to produce stone for road surfacing, were common practice. Concrete pipe was constructed on the project, to be used for drainage purposes and for culverts. Guard rails on fills were largely constructed of undressed, native timber.

By means of these various devices, the WPA was able to employ a large number of relief workers. However, even through the use of these devices, it was not possible to employ the same percentage of available workers in the affected counties as obtained elsewhere in the state where sponsors' funds were more plentiful.

On projects where sponsors' funds were derived from the sale of an issue of bonds, difficulty was at times encountered because of the uncertainty of continuing WPA operations until completion of a project. Local public officials and the voters in the community hesitated to float an issue of bonds unless some assurance could be given that the entire project for which the bonds were floated could be completed. Inasmuch as no assurance could be given by WPA of its continued operation beyond the end of any fiscal year, it became necessary in many instances to adjust planning schedules so that the projects affected by bond issues would not be started until a new appropriation had been approved by Congress. Through careful planning of the use of sponsor and Federal funds, this difficulty was largely overcome, even though program planning in the affected communities was at times upset by the hesitancy of the community to proceed in the latter portion of each Federal fiscal year.

#### Review of Project Applications

The large, widespread program of public works carried on by the WPA led to the employment by many communities of engineers and architects not qualified in all types of municipal improvements. Failures of an engineering nature, while not common, nevertheless did present themselves on some occasions. This made it necessary to establish an Engineering Review Unit in the State Office Planning Section for the purpose of conducting an impartial review of all plans submitted to determine the engineering feasibility of the proposed work. Plans and specifications containing undesirable features were rejected by the State Office. Changes in design and specifications were required of the sponsor's engineer or architect where necessary so that the improvement when constructed would be sound and serviceable, and the community would receive full value for the investment made from both local and Federal funds.

#### Planning of Project Operations

In the early operation of WPA, each district office in the state was given absolute authority to initiate project operations without reference to the State Office. Frequently, the district office would delegate to Field Engineers the authority to initiate project operations without preliminary clearance with the district office. As a result, many projects were operated with



insufficient labor or materials, and without proper plans and specifications being on hand at the time work started. Unsatisfactory operation which resulted from this method of control forced the establishment of a central control in the State Office over the starting of new work. This control was effected through a review each month by the State Office of the work then under way in each district and the work which was proposed for starting within the next succeeding two months. In this manner, the State Office assumed control in the matter of starting new work through approving or disapproving the district office plan, and the district office, after approval of their plans of operation, retained all control over the actual operation of the program approved. Upon approval of the program, and prior to the time it was desired to place a project into operation, the district office would submit to the State Office a request for the establishment of fund limitation for the operation of each new project. If this request conformed to the schedule of projects, the Planning Section of the State Office processed the necessary papers to the other State divisions affected and forwarded approval to the District Office to start the work.

### Budgeting

Because of the limitations within the Appropriation Act relative to the amount of non-labor funds which could be expended, it was necessary to establish a control over the amount of such funds which could be expended by each project. The season of the year and the types of projects currently being operated affected the amount of non-labor expenditures in each month of the year. It therefore became necessary to forecast over a period of six months the approximate needs of each project then in operation and those projects expected to be placed into operation. From this forecast, the approximate needs of the State could be developed. Re-scheduling was required if the amount originally planned exceeded the legal limitations. Upon final establishment of the general State requirements, the general district plan of operations was approved. Each month thereafter, each project in operation submitted through the district office to the State Office a schedule of the materials, or other expenses, for which the project would encumber funds in the next succeeding month. Each of these schedules was reviewed by district office field engineers, together with the district office planning staff, to insure that the proposed purchases were needed and would not result in the unnecessary piling up of inventory. Upon approval of these schedules, they were forwarded by the district office to the State Office, where they were used as a medium against which to check the individual requisitions from the projects as they were presented for purchase of the required items.

### Progress Reports

In order to effectively measure the efficiency of project operations and to have information at hand at all interested offices relative to the status of the work on each project, a system of progress reports was established. These progress reports, submitted by each project once each month, showed the quantity and cost of work performed in the current month, and the quantity and cost of work performed up to date. They also contained the project superintendent's forecast of estimated cost of completing the remaining work on the project. Reports were constantly checked against project authorizations to determine whether the project could be completed within the funds available, and also to reveal any inefficiency in project operations which needed



the attention of the State and district office field engineers. Through this system of reports a close check on project operations was maintained and bad situations were detected and corrected before they became too involved.

### Types of Work as Related to Types of Labor

The selection of types of work to fit the type of labor in any community was a most difficult task. Most every type of construction work carried on required skilled mechanics of one type or another. To require the sponsoring agency to furnish any skilled labor which was not available to the WPA from the certified relief rolls did not always meet the situation. A good project usually required all of the sponsoring agency's funds for materials or equipment, leaving the WPA to furnish all labor required. This frequently required the transportation of special or skilled workers for long distances to reach the project site. It also frequently made necessary the training of workers on the site to perform simple tasks within several skilled trades which were represented. Inasmuch as the majority of workers available to the WPA were in the unskilled classification, the most logical type of work to be performed consisted of the grading and surfacing of roads and streets. In these operations a considerable quantity of unskilled labor could be employed. Next in order in employing unskilled workers was the installation of sewers and water-mains and development of parks and recreation areas. These latter types of work, however, were somewhat limited, and in order to employ a fair percentage of workers available within any given community, it was frequently necessary to undertake work requiring a higher percentage of skilled mechanics. Many good projects were constructed in the state where the entire labor force consisted of men who were originally qualified only as unskilled labor. Through teaching by competent project supervision, selected laborers were successfully assigned to skilled labor duties and the projects were successfully completed.

### SERVICE PROJECTS

There was no predetermined pattern of planning for the Division of Service Projects, such as provided by the blueprints of the engineers. The types of workers to be employed determined in a large measure the types of service projects to be developed. However, there were present in all planning situations certain major factors which controlled the nature of the activity planned and the techniques of planning. These controlling factors were:

- a. Availability of workers and the range of qualifications and skills possessed by these workers
- b. The need in a given community for a particular kind of service or activity
- c. The recognition by the communities of the existence of such a need and the desirability of initiating action to meet it
- d. National and State operating policies and regulations, governing the eligibility of work to be done, and the method of preparing the project proposal

Working within the limits imposed by these factors, there was an opportunity for planning on the national, state, district or community level. WPA staffs participated on all of these levels in greater or lesser degree in the process of planning programs and projects. Representatives of the communities participated on the local level, and to a limited extent on the state level.

### Local Program Planning under Broad National Policies

Certain types of projects in the Service Division were planned and operated under broad general policies and directives which originated in the Central Office, adapted on the State and District level to meet local needs.

The Education Program is a good example of this type of planning. On the basis of experience with the Emergency Education Program of the FERA, the Central Office, at the beginning of the WPA program in 1935, laid down the broad plans and policies for operating an education program. Under these plans and policies local district officials developed with local county superintendents plans for separate county education programs, thus bringing into the planning at the beginning sufficient local participation to make the plans realistic in terms of what the community desired and could actually assist in operating. These local county plans were later consolidated into district-wide project proposals. They in turn were assembled in the State Office, consolidated into a master state plan for operation, and submitted to the Central Office for approval.

This plan for developing state-wide project proposals later became an accepted procedure for the large majority of Service Division projects. It had the merit of giving properly balanced consideration to all of the major controlling factors affecting project planning. It revealed the necessity for having at both the state and district levels a carefully selected administrative unit for handling the highly technical problems and interpreting community needs in terms of an acceptable project plan which would meet the approval of the Central Office.

### Experimental Planning

By far the largest segment of the Service Division program grew out of planned experiments developed on a local basis and later expanded into state-wide projects. Since it was not always possible to know either on the state or national level what types of activities were needed or acceptable in local communities, it was essential that local committees and sponsoring groups take part in the initial planning of all programs. Many activities were planned locally and started on an experimental basis to see what could or could not be done by the types of personnel available. Not all of our early efforts were satisfactory. However, this approach was sufficiently successful to fully justify the procedure. The Library Extension Project was an excellent example:

The first rural extension library centers were carefully planned on a local project basis in Cook County. The original planning called for a county-wide project. On the basis of a county project several library centers were established in cooperation with local communities. Worker requirements were analyzed and techniques and procedures were worked out and refined.

Successful operation in Cook County established certain facts as to the need for this type of service, the extent to which community participation could be secured and the effectiveness with which available workers could be trained to do the necessary work. With these facts as a basis for further planning, the Library program was expanded and carried into all districts of the state as an integrated state-wide program of library service sponsored by the Illinois State Library.

It was a wise administrative policy that permitted a substantial amount of experimentation with new ideas and new activities. This policy made possible a healthy growth of the Division and a gradual expansion of activities on a planned and tested basis. Without such a policy in effect, the program of the Service Division could have been a severely narrow and restricted one.

### Planning of Consolidated Projects

During the later stages of operation Service Division projects were consolidated on a state-wide basis and operated under broad general plans. Two principal considerations dictated such consolidation of activities; the need for economy of supervisory costs under declining employment loads, and need to effect more economical use of personnel in providing services to any given community. In the course of operating state-wide programs as separate projects, with separate project organizations and staffs, it was found that there was considerable duplication of effort and a lack of flexibility in the use of workers in a given community. Rigid project lines and labor classifications tended at times to keep certain workers idle for periods of time in a given community while the same community had work which the idle workers were capable of doing. Such situations could be traced directly to the lack of consideration for the total needs of the community and to the too rigid project breakdown which characterized our early planning.

During the last year of the program all welfare and health activities were consolidated under one over-all State-wide Defense Health and Welfare Project. All research and records projects and all such activities as Recreation, Education, Music and Writing were consolidated into one state-wide project called the War Services Project. Full operation under this plan did not get under way until September, 1942, and the period from then to the close of the program was not long enough in which to determine fully the merits of the plan. In addition, during the final six months the program did not operate under normal conditions - a fact which prevents any valid conclusion being drawn. Experience, however, was sufficient to raise considerable doubt as to the practicability of programming which is too broad in character. There was a tendency to develop cumbersome machinery of organization which could be a source of as much wasted effort as is the duplication of effort of smaller units. There was some evidence that combining, under one project framework, such divergent types of activities as simple record work and highly technical programs of Research, Visual Aids and Music, had disadvantages which outweighed the administrative benefits of centralized finance and timekeeping controls. Experience indicated that better results might have been obtained through planning and consolidation within one state-wide project of only those activities which were of similar nature.



## FINANCE

GENERAL

Due to the geographic scope and magnitude of the unemployment problem in Illinois, the plans for inauguration of WPA in this State in 1935 provided for a completely decentralized organization within the Division of Finance and Statistics. Patterned with the other administrative divisions for operational purposes, the Division of Finance and Statistics was initially established on a district basis.

At the State Office level the functional organization of the Division was limited to procedural and technical advisory functions. Lines of administrative authority from the State Administrator were projected both to the State Director of the Division and, through District Directors (District Managers), to District Supervisors of Finance and Statistics. Lines of technical authority were maintained from the State Director of the Division to the District Supervisors of Finance and Statistics. Similarly, for the operation of projects within the districts, lines of administrative and technical authority were maintained from the District Directors (District Managers) and the District Supervisors of Finance and Statistics to Finance personnel on projects. In actual practice, however, the lines of technical authority at both levels became virtually, if not formally, lines of administrative authority and direction. Each successive organization chart formally recognized this administrative and technical authority but it was not until late in 1941 that these lines were effective in practical operation. In retrospect, it is extremely doubtful that any practical application of the lines of authority could have been otherwise, due to the multitude of problems and resulting pressure of operation.

The first organization within the Division of Finance and Statistics was established for operation in July 1935, as follows:

State Office

State Director of Finance and Statistics  
Assistant Director for Control  
State Supervisor of Timekeeping and Payroll Preparation  
" " of Accounting  
" " of Tool and Material Records  
State Compensation Officer  
Assistant Director for Statistics

District Offices

District Supervisors of Finance and Statistics  
Assistant Supervisor for Control  
Supervisor of Payroll Preparation  
Unit Supervisor, as required for time report receiving  
and rate checking, pre-audit, earnings record posting, payroll typing and proofreading and assignment files.



- Supervisor of Accounts and Records
- Supervisor of Tool and Material Records
- District Compensation Representative
- Field Claims Inspectors
- District Timekeeper
- Field Supervising Timekeepers
- Assistant Supervisor for Statistics

Seven district offices were established for operating purposes with full divisional staffs under the direction of a district director. Additional numerical designations were assigned for accounting and budgetary purposes only in order to segregate encumbrances and expenditures for Federal Project No. 1, State operated projects, relocation of Shawneetown, Illinois, and administration.

A large percentage of the personnel in this first organization was recruited from the Illinois Emergency Relief Commission (F. E. R. A.), especially for the key positions. In general, training and experience in accounting, auditing, payroll, statistics, and administrative supervision were necessary qualifications for filling the key positions.

This first organization was maintained with minor changes until September 1937, when the Area Statistical Office, serving several states in addition to Illinois, was abolished, at which time the office of State Statistician was established. Statistical reporting functions were transferred from Finance to the State statistician, a staff officer reporting directly to the State Administrator. Assistant Supervisors of Finance for Statistics in district offices were eliminated through centralization of all statistical reporting in the office of the State Statistician. Shortly following this change in the organization a consolidated Finance Unit was established in the State Office to take over all Division of Finance activities and functions formerly performed in the suburban Chicago District No. 2 and the Chicago District No. 3. The Division of Finance at this point is reflected in the following key positions:

#### State Office

- State Director of Finance
- Assistant State Director
  - Supervisor of Accounting
  - Supervisor of Reports
  - Supervisor of Tools, Materials and Equipment
  - Supervisor of Timekeeping and Payrolls
    - State Timekeeping Inspectors
  - State Compensation Officer
    - Assistant State Compensation Officer
  - Supervisor of Consolidated Finance Unit
    - Assistant Supervisor of Consolidated Finance Unit
      - Sub-unit Supervisor, Accounting
        - " " " Payroll Preparation
        - " " " Tools, Materials and Equipment
        - " " " Timekeeping
      - Assistant Sub-unit Supervisor, Timekeeping
        - Supervising Timekeepers
    - Sub-unit Supervisor, Federal Projects
      - Supervising Agent Cashier
  - Field Auditor

## District Offices

District Supervisors of Finance

Assistant Supervisor of Finance

Supervisor of Payroll Preparation

Unit-Supervisor, as required for time report receiving g  
and rate checkings, pre-audit, earnings  
record posting, payroll typing and proof-  
reading and assignment files.

Supervisor of Accounts and Records

Supervisor of Tools and Material Records

District Timekeeper and Compensation Representative

Field Supervising Timekeepers

In July 1938, a revolving fund was established for servicing projects through the centralized purchasing, storing, servicing and delivery of tools and materials, and for performing other related services.

The organization of the Supply Warehouses and the relationship of their property accounting units to the Division of Finance are described in another part of this report. Tool and material records sections in the Division of Finance organization were eliminated. The resulting organization within the Division of Finance in the State and District offices was maintained with only minor additions and eliminations through the peak of WPA operation in Illinois, which was reached in the fall of 1938.

Early in 1939 major changes were begun which were to result in the complete centralization of Division of Finance administrative functions in the State Office by February 1940. In April 1939 all State Office sections and units were housed together for the first time and included taking over the Finance functions of the Rockford District No. 1. The centralizing of Finance functions of the remaining district offices was begun in July 1939 with the consolidation of all accounting into the State Office. District Supervisors of Finance were eliminated in the same month in anticipation of the completion of the centralization which was effected for payroll preparation on a staggered basis in January and February of 1940.

District Finance Officers were established in the new centralized organization, which was operated with key positions as follows:

## State Office

State Director of Finance

Assistant State Director

Chief of the Accounts Section

General Ledger Unit Supervisor

Project Ledger Unit Supervisor

Encumbrance Liquidation and File Unit Supervisor

Chief of the Voucher Section

Payroll Voucher Unit Supervisor

Time Report Sub-unit Supervisor

Earnings Card Sub-unit Supervisor

Assignment File Sub-unit Supervisor

Typing and Proving Sub-unit Supervisor  
Payroll File Sub-Unit  
Equipment and Miscellaneous Voucher Unit Supervisor  
Travel Voucher Unit Supervisor  
State Compensation Officer  
State Property Accountant  
Field Examiners  
Agent Cashier

#### District Offices

District Finance Officers  
Area Finance Officers

The centralized organization was operated with complete success through 1940, 1941 and 1942, with only unit changes made to fit the adoption of mechanical equipment in the Accounts and Voucher Sections. The use of mechanical equipment is discussed in another part of this Chapter.

In July 1942 reduced appropriations of funds for administrative expenses necessitated the establishment of Field Finance Offices serving several states. The State Division of Finance functions performed in the accounting, voucher and compensation sections were absorbed by the Field Finance Office established in Chicago to serve the States of Illinois, Michigan and Wisconsin. The office of State Statistician was abolished October 1, 1942 and the functions of that office were divided between the State Division of Finance and Control and the Field Finance Office.

Also, on October 1, 1942, the remaining functions of the State Division of Finance were consolidated with functions which were formerly the responsibility of the administrative and operating divisions; namely, Application Control, Property Survey, Office Service, Administrative budget, Administrative and Supply Fund payroll preparation. The State Finance organization became the State Division of Finance and Control. In December 1942, with the establishment of the new Division of Supply, the Property Accounting Unit of the Supply Section was brought under the administrative authority of direct line reporting to the State Director of the Division of Supply. The final organization maintained during liquidation of the program was as follows:

State Director of the Division of Finance and Control  
  Chief of the Control Section  
    Application Control Unit Supervisor  
    Office Service Unit Supervisor  
  Chief of the Finance Section  
    Payroll Unit Supervisor  
    Reports Unit Supervisor  
    Field Examiners  
      Area Project Examiners

#### TIMEKEEPING

Accounting for the time and payment of wages for a peak load of approximately 257,000 (November 1938) project employees constituted a tremendous

task. It was one of the major tasks, if not the most important task, of the Division of Finance and Statistics when reviewed from the standpoint of efficiency of project operations as effected by the morale of project employees. It may even be said that the ability and capacity of Finance personnel to accomplish this tremendous job, with wholly untrained personnel at the point of greatest pressure, namely, the project site, was a major factor in effecting the success or failure of the initial efforts and objectives of the program.

As thousands of workers were assigned to projects actually overnight in November 1935, the Division set up an organization in each district, comprised of a District Timekeeper and Supervising Timekeepers. Supervising Timekeepers were given the job of organizing timekeeping staffs on as many as 50 to 75 projects. In Chicago, certain projects at their peak employed in excess of 15,000 workers.

Supervising Timekeepers in many instances recruited timekeeping staffs from the laborer classifications on the projects. Later, qualified personnel was recruited after examinations and background investigations were completed.

At first, systems of checking workers in at the start of the day, during the day, and out at the end of the day were for the most part designed at each location to fit the conditions existing. Underlying timekeeping records were centrally prescribed and consisted of Daily Check Sheets, Daily Attendance Records, and a Card Record of employees' earnings. Daily check sheets used provided space for workers' identification numbers, "In" and "Out" checks and two "Intermediate" checks, hours worked, hours lost, remarks and signatures of the timekeeper and superintendent. Daily attendance records were used on locations where no timekeepers were available to check workers' time and provided space for workers' "In" and "Out" signatures, together with starting and quitting time and number of hours worked.

To facilitate checking of workers, identification numbers were allotted to each worker by timekeepers. The number was indicated on the worker's identification card and also on the earnings card. This method of identifying workers was not successful because in the movement of these workers between projects, the cards became filled with various numbers. This caused difficulty in determining the correct numbers and, as a result, errors by timekeepers caused over and under payments to workers. This method of numbering workers was replaced early in the program by permanent numbers which appeared on documents assigning workers to projects. Since the permanent numbers assigned were as high as 90,000 opposition arose because of the length of time needed to check workers out at night. After a short period, however, the use of the permanent numbers was wholly successful as workers and timekeepers became accustomed to the larger numbers.

Also at the start of the program, the lack of proper organization of gangs within projects employing large groups of workers presented a serious problem to the timekeeping staffs. Projects with large numbers of workers were spread over considerable distances, requiring all timekeepers to cover the entire project in order to obtain the necessary time check. Later, gangs were organized, permitting assignment of timekeepers to one or more particular gangs. This permitted preparation of check sheets in advance by gangs, and made it quite simple for timekeepers to check workers in the field, and at the same time, permitted "window lanes" by gangs to be set up in offices to facilitate



both the "In" and "Out" checks.

During the fiscal year ending in June 1936, workers were paid for hours lost because of inclement weather and other interruptions beyond the control of workers. Time so lost was recorded on check sheets as unworked time for which payment was made, provided the worker had reported for duty on the day or days involved. Workers were not required to make up this time at a later date. This practice, while entirely justifiable for the part it played in the economic objectives of the program, was a disturbing factor from an operating standpoint. Disturbances on projects arose due to the reluctance of certain workers who did not want to work and questioned the decisions of superintendents regarding the continuance of work.

During the year ending in June 1937, this practice was discontinued. Workers were permitted to accumulate "allowable" hours which would not be paid for until the worker had worked or "made up" the time at a later date.

The new method of handling time lost, due to inclement weather, required timekeepers to control each worker's hours. It became necessary to show on the daily check sheets the remaining hours each worker had to work at the beginning and end of each day. In this manner, field timekeepers had control of hours at all times.

In the early days of the program, timekeepers were instructed through the group meeting method because of the necessity for blackboard explanations. Changes in procedures and methods were in most instances made effective during a single semi-monthly or bi-weekly payroll cycle. This required holding county meetings, with follow ups on each project made by Supervising Timekeepers. County meetings were held at regular intervals for the purpose of improving the accuracy of time reports.

As the program progressed from year to year, timekeeping procedures became more detailed and more complicated for both experienced and new timekeepers. It became necessary to introduce a timekeeping manual for use by timekeepers for instruction and reference. The use of the manual removed the necessity for the regular county meetings.

The presently used underlying timekeeping records were introduced late in the program and changed the system from a daily check sheet basis to a payroll period check sheet basis. The new method greatly simplified the keeping of time. Under the old method it was necessary to maintain large office staffs to make postings of the daily sheets to time reports. Under the new method, posting staffs were abolished. The new forms used on the period basis contained sufficient information so that, as a further economy, they could have been easily substituted with very little change for the time reports submitted to the Payroll Preparation Unit.

Throughout the history of the program from year to year as each new Relief Act was passed by Congress, major changes in the program were made. In most instances individual workers were affected and as a consequence major changes were necessary in timekeeping control procedures. One such major change discontinued the payment of the prevailing hourly rate which varied the number of hours worked according to the hourly rate. This and all other changes were absorbed by the timekeeping staffs without major difficulty.

Basically, the timekeeping system was retained with improvements until the procedures, forms, and methods used at the end of the program constituted an excellent system.

## PAYROLLS

In keeping with the administrative restriction prohibiting the use of mechanical equipment, which was in effect at the start of the program in order to provide work for a greater percentage of the unemployed, the Division of Finance was required to adopt manual methods throughout in the processing of time reports and preparation of payrolls.

Since only manual methods were permitted, large payroll staffs were necessary in each district office. Due to space and equipment limitations it became necessary at the start of operations to use night shifts in all offices. This step was necessary in order that payrolls could be processed within the required 24 hour period allowed for processing after receipt of time reports in the district offices. With the assignment of thousands of workers overnight during November and December 1935, hurriedly organized, inexperienced payroll staffs were all but overwhelmed in the effort to properly record the earnings and secure payment of the employees. Determined attempts to simplify payroll preparation requirements in the effort of relieving the pressure, were counteracted by the conflicts which were arising daily between WPA and Treasury regulations, and between interpretations by the two agencies of the requirements of the Relief Act and the General Accounting Office. These conditions were contributing factors in the serious delay in payroll processing which occurred in December 1935. Only the combined 24 hour efforts and loyalty of the State and District Office Divisions of Finance staffs working together prevented a complete collapse.

Early in 1936 as a further step toward prompt payment of workers, and to eliminate the necessity for suspension of incorrectly prepared payrolls, U. S. Treasury Branch Accounting and Disbursing Offices were set up at each WPA District office location. These offices were operated for approximately a year and then abolished.

Immediately following the centralization of payroll operations in the State Office in January and February 1940, electrofile card selecting equipment was installed for the pulling and filing of earnings card records. The installation was immediately successful for cards filed by county for all counties in the State except Cook County. In Cook County (Chicago) approximately 80,000 workers were employed at the time and the frequent transfer of workers and other assignment and termination actions presented a flow problem in the handling of the earnings cards. Cards being temporarily out of file for posting of assignment or termination information and for payroll preparation where earnings on another project were involved in the case of transferred workers, caused a serious slow up in the flow of time reports to the payroll typing operation. This condition was eventually corrected, first, through the medium of sorting the backlog of assignment documents and posting them according to earliest project payroll period ending dates, and second, by flagging cards of transferred workers for immediate payroll typing and return to the earnings card file.

In February 1941, Underwood Elliott Fisher flat bed accounting machines were

installed to further mechanize the operation of the Payroll Unit. This installation required major revisions of the time report form in use at the time, as well as in the method of controlling hours assigned, worked, lost and allowable. All audit, posting, computing, typing and proofreading operations were reorganized to fit the mechanical processing. Under the machine method of preparing payrolls earnings records formerly posted manually were produced as a by-product of the typing of the payroll. Payroll typists on the staff were given a period of advance training in the operation of the machines and after a comparatively short period the majority of them became efficient machine operators.

Considerable reduction in the cost of producing workers' checks was accomplished as a result of these two machine installations.

At this point in the program a major advancement toward improving the efficiency of payroll operations was accomplished. Previously, project workers' wages were paid on the basis of a semi-monthly payroll period. Payroll ending dates were staggered over each of the 15 days in the semi-monthly period. Peak loads resulted due to the double up days which were necessary to process the time reports for projects with Saturday and Sunday ending dates. These peaks were increased when holidays occurred on Friday or Monday. Conversion of the basis for payment to a four-week fiscal period consisting of two bi-weekly payroll periods and the lengthening of the time allowed for processing of payrolls eliminated the double days except in the case of holidays.

With the elimination of the U. S. Treasury Accounts Office, beginning on January 1, 1942, the Payroll Voucher Section assumed complete and final responsibility for all detailed examination of payroll and miscellaneous vouchers without difficulty or increase in the number of General Accounting Office exceptions.

Finally, in August and September 1942 the Illinois Voucher Section absorbed the work of the voucher sections operated by the Michigan and Wisconsin Administrations and continued through to final liquidation as a part of the Chicago Field Finance Office.

#### COMPENSATION

At the start of the program each district office organization in the State of Illinois included a District Compensation Officer who was responsible for processing all forms in connection with injuries to workers, and public liability and property damage. The district compensation officer carried out this work with the help of claims inspectors and compensation representatives who were responsible for preparing compensation forms, investigating accidents, obtaining statements from witnesses, medical reports from doctors and all other detail in connection therewith. These persons were administrative employees working under the supervision of the district compensation officer.

After several years the duties of the claims inspectors and compensation representatives were transferred to the project timekeepers with the State Compensation Officer having technical responsibility through the supervising timekeepers, later called Area Project Examiners. These duties were given



to the project timekeeper without advance notice or warning. Meetings of all timekeepers were held by the supervising timekeepers at which time the State Compensation Officer or one of his assistants instructed timekeepers in the preparation of the compensation forms. Sample copies of all forms properly filled out were given to each timekeeper attending the meeting. In addition, some of the former district compensation representatives were employed by the larger projects and for sometime supervised the preparation of these forms by the timekeepers on one or more projects.

It was the responsibility of each foreman to have in his possession a book of Foreman's Accident Report forms which were made in triplicate. The original copy went to the State Safety Consultant, the 1st copy to the project timekeeper, the 2nd copy remaining in the book. This form was required to be prepared for all injuries regardless of how minor, and constituted the history of how the accident occurred, names of witnesses, and whether or not the worker was sent to a doctor. Upon receipt of the timekeeper's copy, entry was made in a claim register of compensation cases. This register provided columns for all forms necessary and reflected the dates forms were forwarded to the State Compensation Officer. When the accident report forms showed the worker returning to work without having been sent to a doctor, no action other than entering the form in the register and sending it to the State Compensation Officer was necessary.

When it was necessary to send the injured worker to a doctor, an authorization was prepared by the timekeeper and the worker was sent to the nearest doctor on the list of approved doctors furnished by the State Compensation department. It then became the duty of the timekeeper to follow up the case with a series of compensation forms provided for this purpose. In all cases where the worker was referred to a doctor or hospital, it was necessary for the timekeeper to issue an authorization, together with a voucher for services of doctors or hospitals. If the worker returned to work within 3 calendar days, the required form would be processed, closing the case as payment of compensation did not begin until the 4th calendar day of disability. If the worker did not return to work within 3 days the timekeeper processed the worker's claim for compensation to cover the days lost. This form was processed at the end of 18 days regardless of whether or not the worker returned to work. Further claim for compensation was prepared every 15 days until the worker was released for work by the doctor. When these duties were first taken over by the timekeepers, considerable difficulty was encountered in that workers were being sent to doctors by foremen or superintendents without the knowledge of timekeepers. The first notice timekeepers would have of this condition was when the State Compensation department would request forms.

Other difficulties of the timekeepers involved injuries to workers while they were enroute to or from work, caused by third parties. In some cases it was several days before timekeepers would be aware of the accident and as it entailed getting statements from witnesses, diagrams, etc., it required considerable time to complete the papers. At the same time, it was necessary for them to carry on regular timekeeping duties. This problem did not exist on large projects as in most cases an Assistant Chief Timekeeper was assigned for this work. But on small projects where one timekeeper was assigned, this presented quite a problem.

In addition to regularly prescribed forms, timekeepers received requests from the State Compensation department to obtain from the claimant other information



such as medical and work history for 10 years, type of home remedies used, statements from the worker's neighbors and other information which required considerable time to obtain.

Most injuries occurred on the project and the timekeepers were usually able to complete forms immediately and forward them to the Compensation department within 96 hours after the accident occurred. However, as a precaution against laxity by the timekeeper, he was required to submit with late forms a memorandum explaining the cause of delay, copy of which would be forwarded to the Supervising Timekeeper.

At the end of each month it was also the duty of timekeepers to send to the Compensation Officer a report of distribution of cases to doctors. The purpose of this report was to guard against timekeepers sending all cases to one doctor instead of distributing cases among all doctors in the vicinity of the project, appearing on the approved list. In the event only one doctor was used, an explanation was made by the timekeeper as to why cases were not distributed to other doctors. A copy of this report was sent to the American Medical Society.

Handling compensation cases presented no great problem to timekeepers who had had experience in handling a great number of cases, as they knew exactly what forms and statements were necessary. They also learned that handling cases immediately saved them considerable time and eliminated visits to hospitals and workers' homes.

Most of the problems and delays occurred on projects which had no timekeepers at the location of the accident, and on projects where timekeepers did not have a sufficient number of cases to enable them to gain experience or knowledge of the required forms. In such cases the majority of the work was performed by Supervising Timekeepers.

The work of completing injury claims, unlike timekeeping, remained unchanged throughout the program. The same forms are used today that were used when the program started.

#### AUDIT AND INSPECTION

During the year 1936 the State Director of Finance and Statistics established the position of Field Auditor on the State Office staff with responsibility for inspecting records and operations of District Division of Finance offices. The Field Auditor was required to make a detailed inspection of the application of Federal procedures and methods used. In addition, the work of the Field Auditor was intended to provide a means for maintaining uniformity in the operation of the district offices as well as coordinating the efforts of the offices at all levels.

District office operation required the use of Supervising Timekeepers in the field. The organization, methods of operation and functions of these persons are reviewed elsewhere in this Chapter. However, it was found necessary to augment the work of the Field Auditor in order to cover the work of Supervising Timekeepers and project timekeeping and compensation staffs, from an audit and inspection standpoint. This was accomplished in April 1937 through appointment of State Timekeeping Inspectors.

Initially, two inspectors were assigned to cover the State, making examinations of field timekeeping and compensation records, spot checking project workers, checking and coordinating the work of Supervising Timekeepers. Detailed reports of project examinations were submitted to the State Office for administrative action where necessary.

The independent nature of these examinations was largely responsible for their effectiveness in maintaining a high level of project record keeping and uniformity of methods. The work of every Supervising Timekeeper and every project timekeeping and compensation staff was subject to these examinations at any time, usually unannounced. This system of continuous audit and examination has been maintained without interruption, and to a great extent has been responsible for the success attained in maintaining strict adherence to Central and State Office regulations and procedures.

The State Timekeeping Inspectors initially carried responsibility for examining timekeeping and compensation methods and records. Later, the work of the Inspectors was expanded to include responsibility for examination of all procedures and methods used where the expenditure of funds or accounting for property were involved. The inspectors became State Field Examiners, directly representing the State Director of Finance. They were used to conduct special investigations in the field where necessary and effected in 1942 the installation of a cost accounting system on all projects of the Division of Operations.

During the period following the elimination of District Finance Officers and until the present date, the three State Field Examiners have been the only direct contact between the State Office and the field staff.

#### FISCAL CONTROL

Initially, the theory of executive pre-audit of voucher documents by an independent department of the Government was applied for all expenditures of the WPA. In keeping with the principles of this theory the U. S. Treasury Department established a State Accounts Office in Illinois, charged with the final responsibility for maintaining the detailed accounting records and for financial reporting of the operation of the WPA.

While in the first instance recognizing the final responsibility assumed by the Treasury State Accounts for protection of, first, the funds appropriated for operation of WPA, and, second, the limitation of individual project expenditures established by the President, the WPA nevertheless established its own system of detailed budget, fund, and project accounts and financial reporting.

The integrity of these accounts in the Illinois Administration was maintained from the opening entries through to the final liquidation of projects. The accuracy of the WPA accounts in Illinois was verified during a long period of detailed reconciliation, project by project, with the accounts of the Treasury Office. This reconciliation was completed during the year 1939 and was performed entirely by WPA personnel with the aid of detailed tabulations of unliquidated encumbrance and expenditure transactions furnished by the Treasury Department. Thereafter, complete agreement was maintained through current reconciliation on a monthly basis.

Introduction in 1939 by the Illinois Accounts Section of a continuous cycle, daily audit of encumbrance, obligation and expenditure documents, was instrumental in keeping the unobligated and unliquidated accounts at a minimum.

At the inception of the program, the use of mechanical equipment in the Division of Finance was prohibited by administrative restriction. Since the program was initiated to provide employment, all functions of the Division were required to be performed manually.

Manual operation in the Division of Finance was continued until reduced appropriations for administrative expenses forced the removal of restrictions on the use of equipment. Steps were immediately taken in Illinois, upon completion of centralization of accounting functions into the State Office, to convert to mechanical methods of accounting. After a period of investigating the adaptability of the available equipment, National Cash Register accounting machines were installed in the Accounts Section in March 1940. Increased overall efficiency and ultimate reduction of personnel costs have justified the conversion to the type of equipment selected.

All of the foregoing factors led to Illinois being the first state to participate in the accounting experiment conducted in May 1941 and subsequent months. The successful completion of this experiment was climaxed by the final elimination of the Treasury Accounts Office in December 1941. On January 1, 1942 the Illinois Accounts Section assumed complete responsibility for all detailed accounting and financial reporting of the operation of the program.

The accounting system of control established in January 1942 was continued in operation with progressive steps of improvement through the final stages of liquidation of the program.

## REPORTS AND STATISTICS

As reviewed in the first part of this Chapter, the original plan for operation of the Division of Finance and Statistics included the establishment of Area Statistical offices, serving several states. These offices were charged with the final responsibility for assembling material and accumulating data necessary to provide statistical and management reports required nationally by the Central Office.

The Division of Finance and Statistics, through the Assistant Director of Finance for Statistics, was responsible for directing the activities in the State and District offices, administratively and technically. In addition to the function of coordinating the work in the District offices to insure the final accuracy and completeness of all documents and material furnished to the Area Office, the Assistant Director of Finance for Statistics was responsible for certain weekly employment reports and local management releases.

Following the elimination of the Area Statistical Office, final responsibility for assembly of all material and accumulation of all statistical data was placed with the State Statistician.

Development of all currently prepared statistical reports was begun with the establishment of the office of State Statistician. Copies of all documents,



necessary to establish control of data to be collected, assembled and tabulated, were accumulated for setting up the control system. A continuous flow of voucher documents, accounting trial balances, reports of certification, assignment and termination of project employees, together with activity and physical accomplishment reports from operating projects, provided the basic source of all statistical reports required by the Central Office and the State administration for management and public release purposes.

In 1938 a transcript card system was established for the purpose of accumulating by project the monthly trial balance totals of all encumbrance and Federal and sponsor expenditure figures recorded in the accounting records.

In March 1940, simultaneously with the installation of the National Cash Register accounting machines in the Accounts Section of the Division of Finance, the McBee Key Sort Card system was installed by the office of the State Statistician. The McBee card was posted mechanically as a by-product of the accounting trial balance operation. Through the system of code punches on the card and a simple mechanical sort, statistical tabulations were developed for expenditure data, cumulative or current month, by source of funds, fiscal year, district, county, city, and type of work. These tabulations were the source of all required expenditure reports with the exception of reports on the expenditure of non-labor funds by type of expenditure which were prepared through analysis, coding and tabulating of voucher documents.

Data for the weekly employment report in the first days of operation of the program were collected on a telegraphic basis, originating on individual projects. A card system was introduced early in 1936. The cards reporting employment on projects each week were submitted from projects to the District offices where summaries were prepared for submission to the State Office. In July 1942, with the elimination of District Finance Officers, the cards were prepared on projects and submitted direct to the State Office for summarizing, tabulating and reporting.

On October 1, 1942, the functions of the Office of State Statistician were absorbed by the Field Finance Office and the State Division of Finance and Control. Since the Field Finance Office accounting records and voucher files constituted the basic source of all tabulations for the required expenditure reports, the related statistical functions were transferred to the Field Finance Office. Responsibility for accumulation of data and tabulation for employment, physical accomplishment and activity reports was transferred to the State Division of Finance and Control.

In November 1942, it was necessary to provide for the cards reporting employment on projects to be submitted to Area Project Examiners for summarizing and submission to the State Office. This latter practice was successful and was continued through final liquidation of the program.





## EMPLOYMENT

ORGANIZATION

The Division of Employment in Illinois was composed of staff recruited at the beginning from the ERA Relief and Work Relief Programs. This provided a staff well educated in the fundamentals of government service as well as experienced in Employment practices. Practically all major executives in the division were persons with good academic background and several years of practical experience in the fields of Employment and Social Service. Practically all major executives had one or more college degrees and from three to ten years' experience in the fields of Welfare, Relief, or Work Relief Administration. As a result, there were comparatively few personnel problems within the division itself because the employees were seasoned workers, accustomed to working in large organizations and carrying major responsibilities. Such difficulties as did arise were not the result of personnel selection but rather of the early character of the organizational structure.

At the beginning of the WPA program a pattern of organization was established which provided for two divisions to serve the operating divisions in employment matters. Briefly, the functions of the Intake and Certification Division had to do with all matters of intake, that is, to determine which people were eligible and available to work, and the functions of the Labor Management Division had to do with placing people from the available lists on jobs best suited to their skills and employee relations.

The relief and work relief programs preceding WPA, which derived assistance from the Federal Government in the form of grants to the states, provided an opportunity to demonstrate the advantages of a work program for employing persons who were physically able and qualified to work. This was not done, however, without concerted effort in establishing new and sound social work practices at the local welfare level.

With the establishment of the WPA there was a change in concept, in that the Federal Government was no longer to assist the states in furnishing direct relief to unemployable persons. The WPA was to operate solely a work program, utilizing as a source of employees those employable persons who could be certified as in need of relief. Therefore, while the WPA was to operate a work program, the source of persons it was to employ made it necessary to sustain the evolved social aspects of the former programs and in doing so to maintain proper relationships with the certifying agencies and the Federal and State employment services (United States Employment Service and Illinois State Employment Service). The intake and certification functions were considered sufficiently important and singular to require handling by a separate administrative division staffed with qualified social workers.

The Intake and Certification Division and the Labor Management Division, acting in separate capacities, sought to keep clear lines of demarcation between the responsibilities with which they were charged. However, the

referral, certification, acceptance, classification, assignment, employee relations, adjustment of cases, etc., were all so inter-woven and inter-dependent, that separation of responsibility for them under two administrative divisions proved unsound practice.

In 1936, the Division of Intake and Certification and the Division of Labor Management were consolidated into one Division known as the Division of Employment. In order to continue special emphasis upon the social aspects of the program, a State Social Worker was appointed as Associate State Director.

In 1935 there was a special division of personnel which handled appointments to administrative positions and the selection of project supervisory personnel. During the year 1936 this Division was consolidated with the Division of Employment, the then Personnel Director becoming State Director of Employment. As a result of these consolidations, the Division in the latter part of 1936 was composed generally as follows:

Executive Section - State Director  
Associate Director (State Social Worker)  
Secretarial personnel

Assignment Section - Assistant Director  
Field Representative  
Stenographic and clerical personnel

Liaison and Adjustment Section - Assistant Director (Assistant State Social Worker)  
Field Representative  
Stenographic and clerical personnel

Supervisory Labor Section - Assistant Director  
Stenographic and clerical personnel

Special Unit for  
Handicapped Workers - Assistant Director  
Special Assistant  
Stenographic personnel

Special Clerical Unit - Senior Clerk  
Secretary

In 1938 the title of Associate Director was abolished and the State Social Worker became the Assistant State Director. The Assistant State Director, who, in Illinois, was a qualified social worker, continued to carry a major responsibility for intake and certification and attended staff conferences in which policies and procedures of the Employment Division were interpreted and formulated. About the same time, problems affecting handicapped workers were absorbed by the Liaison and Adjustment Section, and the Special Unit for Handicapped Workers was eliminated; clerical services were taken over by staffs of the respective department heads with the State Director's secretary arranging for exchange of service through a stenographic pool, thus eliminating the Special Clerical Unit, and filing was reorganized into a central file for the division.

Later, the Supervisory Labor Section, having responsibility for processing applications and requisitions for supervisory labor, was transferred to a special Personnel Unit reporting directly to the State Administrator.

The two remaining department heads retained the title of Assistant Director for awhile, but, under new department titles, later became heads of the Intake and Certification and the Assignment and Labor Relations Sections, with the titles of State Intake and Certification Officer and State Employment Officer, respectively. By grouping related functions under these two headings and reducing to two sections of work, administrative problems were reduced to a minimum and a well-knit organization resulted.

The District Division of Employment, subsequent to 1937, followed the same organizational pattern as that of the State Division. Technical supervision of the District Divisions of Employment was exercised by the State Division of Employment; administrative supervision by the District Managers. In cases where the District Manager issued Employment instructions contrary to policy and procedure, the State Director had recourse through field work inspection and presentation of facts. The State Director frequently advised with the District Managers on employment matters. In this manner difficulties were generally avoided and most matters of improper application of policy and procedure were readily cleared up and corrected without referral to the Administrator. In few instances was it necessary to refer such cases to the Administrator to settle differences of opinion or to issue administrative directives.

Operating experience proved the advantages resulting from consolidating related functions into the fewest possible number of sections. The changes from the earlier, more complicated organization structure to the later "straight line" organization with only three sections reflected greater efficiency and more direct action.

### CERTIFICATION

The certification procedure in Illinois may be divided into four phases:

1. Certification under the FERA from June, 1935 to June, 1936. At that time public relief was administered under the Federal Emergency Relief Appropriation Act through the Illinois Emergency Relief Commission which, since need was, at that time, the only eligibility requirement for WPA employment, certified the entire relief load. Although but one member of a family unit could be assigned to WPA, the certification document listed all employable members in the order of their priority; thus, if the head of the household or the first priority member proved to be unemployable or unable to accept an assignment, it was comparatively easy to issue an assignment for another member of the family. This gave rise to much confusion, particularly since WPA had no information as to the experience, skills, or physical condition of the individual.
2. Certification under the Illinois Emergency Relief Commission from June 1, 1936, to January, 1940. On the former date, Federal funds for direct public relief were withdrawn, and the financial responsibility rested with the state and its townships.



As before, the IERC was the certifying agency to which applicants for WPA employment were referred by the local public relief authority which, in Cook County, was the Public Welfare Administration and, elsewhere in the state, was the township supervisor. During this period certification documents were prepared by the certifying agency.

3. Certification under WPA from January, 1940, to July 1940. Actual procedure and practice, i.e. application to the local relief authority (which forwarded referral to the IERC for review and approval upon which the referral was submitted to WPA), was unchanged except that the certifying document was issued by WPA Intake and Certification Staff, upon whom rested responsibility for final decision as to eligibility.
4. Responsibility for certification reverted to IERC from July, 1940 to the close of the WPA Program. The actual issuance of the certifying document continued to be a WPA function.

Major certification problems which recurred throughout the WPA Program were as follows:

Certification of Cases not Receiving Direct Relief. By Federal regulations WPA employment was intended for any needy unemployed individual, regardless of whether he was the recipient of direct relief, and, for a time, particularly in areas outside Cook County, an individual had only to prove need of employment in order to secure certification. In assigning persons to WPA employment, after the first year of operation no distinction was made between relief recipients and persons in need but not accepted for relief. The skills needed by the projects and the proximity of the worker's residence to the project site were the first considerations in making assignments. Since there were always a larger number of certified persons than there were WPA employment opportunities, it followed that many persons who had not been accepted for relief were assigned, while some recipients of direct relief remained unassigned. Naturally, the local relief authorities, being anxious to conserve relief funds, were hesitant to refer for certification persons not receiving direct relief, since to certify such persons brought about increased competition for WPA jobs. Moreover, an investigation to determine whether an applicant met WPA eligibility requirements meant time and money which the local relief authorities were reluctant to expend, unless the information so obtained was useful in administering direct relief.

At one time the certifying agency in Cook County cancelled the certification of all persons who were not in receipt of direct relief, and in downstate counties certifications of persons not in receipt of direct relief were frequently made only when the alternative was the granting of direct relief. Although, by mutual agreement, the certification of cases not receiving direct relief was the responsibility of the certifying agency, it was the subject of frequent conferences between WPA and IERC representatives, and remained a difficult problem to the end of the program.

Certification of Non-residents. Another difficult problem was the certification of those who had lost or had not acquired residence in the state or a sub-division thereof.

In downstate counties, local relief authorities were disinterested in certifying persons who had moved away from their area of jurisdiction, while the relief authority in the township of current residence was reluctant to certify a person who had not acquired legal residence, lest such certification be construed as an acknowledgment of the person's right to receive direct relief.

As of July 1, 1941, amendments to the Illinois law reduced the length of time necessary to establish legal residence, but more rigidly defined the conditions under which such residence could be acquired. As a result, many WPA certifications were cancelled by the certifying agency because the certified non-resident lost his relief status under the amendment, and, in some instances, persons actually employed on WPA projects were deprived of such employment until the reason for cancellation was discovered. After many conferences, it was mutually agreed that the certifying agency would accept direct responsibility for the certification of such persons, thus removing them from the jurisdiction of the local relief authorities insofar as determination of eligibility for WPA employment was concerned.

Certification of Physical Disability Cases. From the inception of the direct public relief program with its attendant projects on which the recipient "worked out" his relief, the public relief authorities in Cook County and certain other areas categorized individuals as to physical employability by classifying them as A, B, or C cases. "A" cases were those in which no known physical disability existed; "B" cases, those having a moderate degree of disability which disqualified them only for certain types of work; "C" cases, those having serious disabilities.

In actual practice, these categories were too broad to serve as a criterion of employability, and the slow and difficult accumulation of medical information constituted one of the most serious problems in certification, with consequent difficulties in project operation and much hardship for individual workers.

Local relief authorities, concerned only with decreasing direct relief rolls by providing employment, would indicate an applicant's physical condition as "good", and add qualifying statements, such as "cannot do out-door work," "cannot perform heavy labor." This resulted in delays in the process of certification until the exact nature of the disability could be ascertained.

The problem reached such major proportions that WPA was forced to reject all referrals for persons qualified only for labor work, if there was any indication that the person could not perform all types of labor. Considerable difficulty existed in the case of small groups of persons physically unfitted for anything except work at a particular skill and whose numbers were so small as not to warrant the expense of setting up a project to utilize that skill, especially since these individuals were widely scattered, and proximity to the project site must be considered. Examples of this class are deaf-mutes and blind persons who must be protected from the hazards of traffic and moving machinery. In Cook County we were, for a time, able to assign deaf-mute laborers to the Mosquito Abatement project, and many of the blind were used as Braille transcribers. However, the certification, and particularly the assignment of such persons, constituted a serious problem to the end of the program, especially in downstate areas.

In general, physical disability problems were met by requiring detailed information at the point of certification, by information secured from private physicians, clinics, and dispensaries, and from the worker himself, and case histories were gradually developed which enabled the correct assignment of many of the handicapped.

Review of Need. In February, 1939, Federal regulation required that there-after a semi-annual review be made for each certified employed worker. While primarily intended to determine the individual's economic need for WPA employment, in actual practice it included review of all phases of eligibility, such as citizenship, employability, et cetera.

For the first since the inception of the program, the certification staff was brought into direct contact with the project worker. These contacts were invaluable in obtaining information on education, training, experience, and physical condition of the individual, which resulted in more effective work placements, and became the nucleus of data later developed by the Division of Training and Reemployment for placing WPA workers in private employment.

Liaison with State and Local Welfare Agencies. The certifying agency was the official medium by which contact was maintained with the local relief authorities. While this method had its advantages in relieving the WPA Certification Staff of much local pressure, it did result in delay in the transmission of information and misunderstanding on the part of the workers as to the exact function of the three agencies concerned in their certification.

Many difficulties were eliminated by interpretation of WPA regulations and policies to the certifying agency, which cooperated by requiring compliance on the part of local relief authorities in referring for certification only such persons as met State and Federal eligibility requirements.

However, it was not until the Review of Need and the Training and Reemployment staffs were established that the inestimable value of detailed information on individual workers became fully apparent. Case histories of previous private employment and medical histories were developed which enabled the assignment of an individual to work which he was able to perform, and better public relations were established by interpreting to the individual and the community the policies and directives of the Work Projects Administration.

In the light of experience, it would seem that direct contact between the individual and the WPA certification staff at the point of certification would have eliminated many of the difficulties experienced in the early days of the program.

Special Types of Certification. One special program, affecting the certification processes in Illinois, requires particular mention. In 1939 the Illinois Legislature passed a law which provided for the conversion of Relief Appropriation funds into WPA Sponsor's Contribution where such conversion would reduce total relief costs. Basically the law provided that:

"The Commission, with the consent of the Governor, may be the Agent of State for the receipt and disbursement of any Federal Funds or commodities for relief purposes, and upon the consent of the Governor may use or permit the use of Relief Funds to cooperate in such governmental projects as are intended for the purpose of lessening the relief burden in the State (Illinois Revised Statutes - 1941, Chapter 23, Paragraph 394)."

Therefore, if a given project sponsor could not raise the required 25 per cent contribution, Relief Appropriation funds could be diverted to the sponsor by the Illinois Public Aid Commission, in those cases where the cost per case for Sponsor's Contribution was less than the cost of continuing the case on the direct relief rolls. In practice, a figure of approximately \$17.00 was determined as the dividing line. Cases whose direct relief cost was less than this amount were certified for employment on those projects on which sponsors could provide adequate funds. Cases whose relief budgets exceeded \$17.00 were specially certified for work on WPA and were designated as Work Relief Contribution cases and could only be assigned to projects maintained by WRC funds.

Cases certified for WRC employment (Work Relief Contribution) required special handling in the Employment files to insure assignment to WRC projects only. Regularly certified cases could not be assigned to these WRC projects, since the sponsor could not provide funds for them. At the point of conversion of a project to Relief Appropriation Funds for financing operations, those cases not certified as "Work Relief Contribution Cases" had to be transferred to other projects or separated from employment and made available for future possible employment on regularly sponsored projects.

In other instances, the Illinois Public Aid Commission would withdraw Relief funds for cases where the family situation changed to the extent that its relief budget fell below \$17.00. This made necessary the separation of such cases from so-called WRC projects.

While the methods used in the WRC program ran contrary to normal policy and procedure and presented administrative problems of great difficulty, it resulted in the following benefits:

1. The fact that needy unemployed persons were required to accept work rather than the dole resulted in considerable saving to the City of Chicago, the State of Illinois, and the Federal Government.
2. Persons who were in greatest need (those who were in immediate receipt of relief) were given an opportunity to produce wages, in general giving their families a greater monthly income than they received while on the relief rolls.
3. It provided an opportunity to apply the work test to all physically qualified persons who were in receipt of relief.
4. For a period of time the City of Chicago and a few sponsors in other areas of the state did not have sufficient resources to meet the 25% sponsor's contribution requirement. By using only a small portion of the relief funds (less than would have been expended



per case for direct relief), it was possible for the sponsor to augment his own resources in the purchase of materials needed to make up his required contribution and continue operating many large and important WPA projects.

The WRC program became operative in December, 1939, and in Chicago and certain other areas in Cook County was terminated in the Summer of 1941. In one downstate area it continued until the final liquidation of the WPA program.

While it was the basic intent that the work relief program should benefit any needy unemployed person who was unable to secure private employment, the limitations of available funds under the Appropriation Acts and local circumstances did not always make this possible. Where employment was denied to needy persons not actually in receipt of relief, an injustice was imposed upon those who underwent extreme hardship rather than apply for relief, those ineligible for relief because of a technicality, and those who, because of local prejudice, were denied relief.

### REQUISITION

Requisitions for personnel, properly authorized by operating heads or their delegated representatives, accurately and adequately describing the work to be performed and workers' qualifications required and prepared sufficiently in advance of needs, provide an orderly means for intelligent selection and placement of workers and the meeting of job labor requirements.

One of the major problems confronting the Employment Division in the early phases of the program was that of securing accurate and adequate information on requisitions with reference to the specific duties to be performed by workers in the designated classifications including the qualifications (training and experience) desired in the worker; and special problems peculiar to the job, such as transportation difficulties, unusual hazards, etc. This problem was made more difficult of solution because, under the pressure of work, operating personnel had little time to think through a careful and complete job description and employment personnel had no time to visit job sites to get a clear visual picture of jobs and overall operations. Also, operating personnel assumed, in many instances because of their first-hand acquaintance with the work, that the job title alone was sufficient information for the selection of qualified workers.

These difficulties resolved themselves in time through efforts to arrive at a better understanding of the problems by joint meetings and conferences between operating and employment staffs, by periodic visits to jobs and viewing of work by placement personnel, by development and use of standard job descriptions, and by returning requisitions for additional information when necessary.

One of the problems never completely worked out was that of preparing requisitions sufficiently in advance to allow the Employment Division to make selections of the best qualified personnel. By suggesting that the operating divisions clear by 'phone with the Employment Division on any

emergency or unanticipated labor needs, this problem was cleared up. This method enabled the Employment Division to review occupational records for qualified personnel prior to receipt of requisitions in such emergencies and thus allow adequate time for selection of workers.

It was found necessary early in the program to establish a definite routing and provide for clearance of requisitions with operating heads or their delegated representatives, in order to keep employment within the established quota and budget for each job. The Employment Division accepted only those requisitions indicating proper authorization by the designated operating official.

As the program continued and private employment opportunities increased, a shortage in certain classifications of personnel occurred. Therefore, when the requisitions for any one classification exceeded the supply, it was essential to determine which jobs should be filled first. One solution to this question was the designation of certain jobs as necessary to the national defense. Requisitions for such jobs were stamped "Certified National Defense" and were given priority over other requests. Among non-defense requests, clearance was made with the respective operating heads for determination of preference in assignment of personnel.

As requisitions came to the Employment Division, they were time-stamped and distributed to the Assignment Section. Here they were reviewed for accuracy, completeness, and proper authorization and routed to the respective personnel technicians responsible for selections and placement for the job. When the volume warranted it, requisitions were divided into groups by division and geographical area. They were recorded in and checked out of a register and given a number to facilitate finding them and for control over work flow.

While requisitions for personnel were merely pieces of paper set up in form, their effectiveness depended in large measure upon a realization of the importance of giving a clear, understandable picture of the job and its requirements by the requisitioning official and the ability on the part of placement officers to interpret those requirements so that the placement of qualified workers resulted.

Considerable training and experience was required in order to accurately analyze the elements of a job and to develop that information into a complete job description which could be clearly understood and interpreted by those responsible for matching men and jobs.

#### CLASSIFICATION AND ASSIGNMENT

The original method of securing occupational information was based on information secured by an occupational survey of all employable persons on relief during the Month of May, 1935. The great amount of information obtained was of no great value due to the fact that the many individual interviewers were untrained in occupational interviewing and unskilled in evaluation of information once it had been secured. The result made necessary a plan to secure occupational information from the records of the United States Employment Service office, by forwarding a copy of the form used by the Work Projects Administration (with the worker's name and other

identification) to the United States Employment Service where it was matched with records of that agency. The work history, education, training, and other data was posted and the forms were returned to WPA. This method (during a period when thousands of assignments were being made) overtaxed the USES which was unable to keep up with the great number of requests for information. This resulted in the Division of Employment relying on the very meager occupational information submitted by the certifying agency at the time of certification.

Occupational data was only a part of the information required to determine eligibility. In many instances information from the certifying agency provided little more than a job title, because of the meager information secured by the interviewer. The desire of the relief client to obtain work caused him to overstate or incorrectly describe his ability. In some cases the worker would be classified as a laborer although later, upon securing a complete history of qualifications, it would be determined that the worker would have other skills needed by projects. Some persons represented themselves as being skilled workers in order to secure a job at the highest wage rate.

Because of the great need of workers on projects, it was necessary to assign with only meager occupational information and without a proper reinterview by trained occupational interviewers. However, adjustments in assigned jobs were made as quickly thereafter as possible. Before this could be done there were many requests from individuals for changes in assigned classifications as well as many requests from supervisors and superintendents.

Because of the administrative cost involved, it was impossible to conduct a reinterview, and an alternate plan was adopted of sending a blank occupational form to each worker to be completed by him and returned to the Division of Employment (for inclusion in the records used for assignment and reclassification purposes). While this method was far superior to the previous one used, it was inadequate in many instances because of incompleteness, inadequacy, and some falsification of information.

The method of submitting an evaluation of work performance by project superintendents and supervisors proved of little value because a practice arose whereby such information was submitted only at the time of reclassification (usually involving higher classifications). Requests were frequently distorted and contained work history and occupational information contrary to that which the worker had already submitted.

It was necessary for the Division of Employment to study the needs of the projects with special emphasis on requests from projects performing work not ordinarily performed in private industry; for example, in recreation programs, mounting museum specimens, specialized educational programs, special studies, surveys, and other related fields. In many cases persons selected for assignment to certain projects may have had no directly connected work history of education in the field in which they were placed but were assigned to such projects because of interest, hobbies, avocations, aptitude, or related skill. For example, a salesman would be assigned to a survey project because of his ability to meet the public; a carpenter would be assigned to a handicraft class because of his hobby in building ship models. A common difficulty occurred when a worker was skilled in more than one field; for example, where it became necessary to assign the worker who was a secretary and typist to the skill paying the lower wage rate.



At the inauguration of the Training and Reemployment program, the plan of occupationally interviewing each worker by trained occupational interviewers was started and resulted in the best information as to the worker's qualifications and physical ability. The results of this interviewing program were properly evaluated and resulted in better referrals of workers to private employment, proper placement in vocational training courses and assignments to projects.

In qualifying, selecting, and assigning project supervisory persons, the Division of Employment functioned as a personnel office. In the early stages of the Work Projects Administration, the Division of Personnel carried responsibility for these functions and developed the original technique. The candidate's work history for the previous 15 years was verified and evaluated, and verification of education at high school and college levels was secured. In the lower levels of supervision, including such jobs as Foremen, Cost and Material Clerks, and Timekeepers, the same method of verification and evaluation of work history and education was followed. Simple clerical tests were developed to determine the essential skills of project wage Timekeepers and Cost and Material Clerks.

For highly technical placements, such as for Engineers, Dieticians, Safety Engineers, etc., administrative staff members from the operating divisions were used as technical consultants to assist the Division of Employment in determining qualifications of the workers. As the program progressed and supervisory persons continued in employment on the program, evaluations of their work performance were secured and included in the personnel file. During the entire program in Illinois, the Administrator, at the recommendation of the Division of Employment and the respective operating divisions, reserved final approval of persons carrying major over-all administrative responsibilities for project operations at the district level as well as the State level.

Experience showed the weakness of the earlier methods of securing occupational information through other agencies, as these methods failed to make adequate information available at the time it was required. Failure to secure adequate information prior to assignment resulted in additional, unnecessary administrative costs for hearing and reviewing complaints and grievances from workers, committees, and interested persons, and for time required to make adjustments because of poor initial assignments. An early program should have been developed for securing accurate occupational information within the agency prior to assignment.

In order to secure complete and accurate occupational data prior to assignment, experience proved the soundness of employing only employment interviewers who were well trained in occupational interviewing and qualified to evaluate and record such information on employment records.

## EMPLOYEE RELATIONS

### Unions

The WPA program probably placed the Union organizations in as critical a dilemma as any other movement in the history of Unionism. A National Emergency had been declared in order to feed and clothe a depression-ridden



people. A federal work program was instituted to provide work to all needy persons, without distinction as to Union membership. The wages paid were called "security wages" and were not the Union scale. The wages were also 00 monthly earnings and not prevailing hourly wages at the outset. There were insufficient jobs for Union workers in private employment, thus forcing Union workers to accept security wages on WPA. Some Union leaders suggested that the sheep be separated from the goats so that the Union workers could get one wage and the non-Union workers a lower wage. Such suggestions were obviously unsound and contrary to the very nature of the program.

The fundamental basis of Union operation -- collective bargaining -- was not applicable to WPA, since citizens cannot bargain with their government, or vice versa, in the sense applicable to private industry. The Constitutional right to petition the government for redress of wrongs, the presentation of grievances, cooperative conferences around a council table -- all these placed the Union in the same position as the organizations of the unemployed or other citizens groups. Likewise, and by the same token, the Union weapon of the strike was without any real and continued force since, basically, the citizens cannot strike against their government. Only the workers would suffer from such attempts, since back wages could not be adjusted or paid during the non-working periods.

The government could not recognize closed shop situations in any classifications, since Federal money was for the employment of any needy eligible worker. From the Union standpoint this was an intolerable dilemma. To work beside non-Union workers and have non-Union workers performing tasks heretofore wholly within the jurisdiction of Union men, to receive sub-Union pay, the resultant failure of many Union workers to pay their dues when they were not securing any of the usual benefits of memberships--the reduction of total Union income resulting therefrom--, all these were considered as threatening the life of Unionism, if continued too long, and immediate attempts were made by the Unions to soften the effects of the situation.

An early method was to get the sponsor to employ the skills so far as possible, as a sponsor's contribution. Special engineers, equipment operators, surveyors, etc., could work with some degree of segregation from non-Union workmen. Many sponsors joined in this effort, particularly those having regular agreements with the Unions. Other sponsors divided their work (particularly in the construction of buildings) between non-WPA and WPA portions of the work. In some cases a WPA project would involve excavating and ground work, with construction of the basement up to the ground level; thereafter, the masonry and framework would be accomplished by other than WPA means.

Such possibilities for the protection of regular Union practices, however, were too few in comparison to the mass of unemployed Union members. The Unions soon despaired of segregation policies by projects and turned to possible segregation by classification. This, of course, bordered on an attempt for "closed shop" by classification. Union carpenters, for example, might walk off the job if a non-Union carpenter appeared on the job through the usual selection processes.

Sympathetic walk outs of Union members in other classifications followed, care being taken to withdraw those workers whose removal would most seriously impair the operation of the project; such as, equipment operators, and those hauling or processing materials needed by the unskilled and intermediate

workers.

To all these methods the WPA in Illinois took the position that the Federal Work Program was for the benefit of all unemployed workers and that no special recognition of a particular organized group could be made to the exclusion of others; also, that it was our duty to protect equally the right to work of those who did not have the benefits of such organized effort.

The walk outs did not persist. The Unions could not, because of the conditions of the times, provide other work and the family needs of the workers soon brought pressure upon the leaders for a return to work.

The next step was an appeal for some understanding, whereby so many Union workers would be employed in a given classification for a certain number of non-Union workers. Into this picture came the organizations of the unemployed (particularly the Illinois Workers' Alliance), which became definite conflict groups with organized labor unions in opposition to any such movement. Although the application of such a proposal may have proved satisfactory to the Unions, the WPA early took a position against it.

The Unions then contended that Union workers were superior to non-Union workers, generally, and therefore should be employed first by virtue of occupational fitness. In order to sustain this position, the Unions presented their records, work histories, and other credentials for the individual WPA record of their members. If pertinent facts were not already found in the records, they were added by WPA wherever warranted, in the same manner as from any other source. The results were not expected by the Unions, since the regular interview program of the Division of Employment continued to show that many non-Union members were equally qualified.

The demands of the Unions for prevailing wages on WPA brought results in the passage of the Emergency Relief Appropriation Act of 1937 (Fiscal Year), which so provided. The resultant attitudes were varied. Some leaders thought that all WPA workers should now join the Unions, in recognition of the benefits of higher WPA wages brought about by Union demand. More often there was a feeling that Union members should get all jobs in the skills and crafts which now paid the scale. (In most large cities the Union scale was prevailing.) In the highly organized cities, most skilled workers were Union members or "permit card workers", but those not falling in these categories were assigned, if qualified, and some dissatisfaction persisted with a few flare-ups here and there.

It is to be noted that the short hours worked at prevailing wages (monthly wages continued to be limited) left considerable time for outside work by WPA workers, especially in the skilled and professional groups. WPA workers were thus taking outside jobs which might have gone to other unemployed persons, thereby hindering the spread of work. This is one reason for the lack of serious opposition to the elimination of prevailing wages on WPA later.

The economic upsurge in 1937 drew some Union workers into industry and relieved some of the tension, but the recession of 1938 revived them. During the years 1939 to 1941, the National Defense needs and the "lend-lease" program had so drawn upon Union workers that WPA began to be a forgotten issue with them. When the application of prevailing wages on WPA projects was eliminated by Act of Congress (July 1, 1939), there was very little actual opposition by the

## Union organizations.

The foregoing is written as an analysis of experience and must be interpreted objectively. Gains in wages and hours, secured over long periods of time and attained at the great sacrifice on the part of labor, were felt to be at stake. True, had there been no Work Program through the lean years of the depression, those same gains would have suffered. In such a dilemma, the attempt to superimpose Union practices upon the Work Program to tide them over was understandable, even if not permissible in the nature of the Program itself.

On the whole, the Unions were as cooperative as possible, and the Program certainly would have failed without the assistance of the top leaders who worked with WPA to smooth out misunderstandings. In the main, they did not criticize the WPA authorities, but worked with them and recognized the encountered difficulties as arising from conflicts in policy between Unionism itself and the over-all nature of a "work relief" program. Obviously, the WPA Program, working under contractual agreements, did not present so many problems to Union labor policies.

## Racial

Racial problems did not reach any serious proportions in the operation of the Illinois Work Projects Administration and they arose only infrequently. Basically, the problems were related to matters affecting white and negro groups.

In the early stages of the program some of the white workers objected to negro foremen or supervisors. In the distinctly negro areas some white foremen and supervisors were used, and there was some objection on the part of the negro workers. As the program developed, this type of complaint subsided and the problem entirely disappeared during the latter years of WPA. Many of the negro workers occupied top personnel jobs and maintained the respect and favorable consideration of all the white workers supervised. For example, the chief interviewer of the Chicago District Office, and later the State Office, was a negro lad of fine character and ability who handled all complaints and interviews at the Central Information Office. At first the greater proportion of workers above unskilled and intermediate classifications were white workers. The disproportionate ratio came about because, on an average, the white workers had enjoyed better opportunities for higher education and work experience. Customary occupational selection on this basis alone would necessarily result in assignment of the better fitted.

As industry began withdrawing the white workers in 1940-41-42, this situation was changed until in 1942 and 1943 the negroes in many classifications were the better workers. This was particularly true in the clerical and office worker group.

A similar situation was evident in the membership and representation of unemployed groups. By 1942 most of the members and leaders of such groups were negroes.

Evidences of discrimination for or against the negro on the program in Illinois have been slight. Some segregation did exist, but both, discrimination and unwarranted segregation, were dealt with and corrected where found. An example of warranted segregation was the negro choral group known as the "Jubilee



Singers" and there were other like situations. In such a case, the presence of white singers obviously would nullify the effects of the entire performance.

An example of unwarranted segregation existed where a given sponsor either did not want negroes or did not want white workers on the project merely because of whim or personal desire. These caused a considerable racial problem, and there were frequent complaints before the WPA succeeded in eliminating the condition. The cause was probably that some of the early sponsors looked at the project too much in the light of it being entirely their own rather than as a joint sponsor-government enterprise to provide work for the needy unemployed (as well as to accomplish a physical result).

By 1942 our workers had practically lost the feeling of race consciousness so far as working together was concerned.

The ability of the negro to perform the tasks set before him - from the laborer in the sewer to the expert craftsman - is well known to anyone who has worked in the program. The miles of streets which he has built - his contribution to writing - to the arts and crafts - to music - the Mikado - all comprise a lesson which he has humbly taught to those who may have sought to discriminate against him.

On several occasions request was made of the Illinois Work Projects Administration to appoint a negro to a special racial relations position to be created in the State Division of Employment. Our conclusion was that this would be unsound - that race relations problems should be handled by the regularly constituted staff - otherwise our position of assigning workers to jobs and of handling labor matters uniformly without reference to race, color, nationality, creed, etc., would have been weakened by special recognition of one race as against another. We believe experience has proven that position correct.

There were practically no other so-called minority groups against whom there was any evidence of discriminatory practice.

Experience points to the need for exercising caution to avoid the selection for supervisory positions of individuals who cry discrimination. Often such persons were the first to practice it for their own group when installed in positions of responsibility.

Experience also indicated the need for a well rounded training program for foremen and other supervisory workers which would stress the fundamental purposes of the program and the rights of workers of all groups to their proper place in the program.

### Veterans

Veterans' preference in the employment of workers on WPA projects was not an established fact until so provided by the Emergency Relief Appropriation Act of 1938. Prior to the passage of this Act the position of veterans' organizations was the same as any other special interest group seeking consideration for its members. In Illinois this position was not acceptable to the veteran groups who felt that special preference to WPA jobs should be given by virtue of war service as in the case of the regular government departments and bureaus recruiting through Civil Service.



The existence of large unemployed organizations which sprang up all over the state like mushrooms in the night disturbed the veterans considerably. They considered many of the leaders of such groups as distinctly radical and interpreted their motives as sinister and Unamerican. The American Legion posts and the local units of the Illinois Workers Alliance became conflict groups in many communities of the state requiring the most careful handling in the matter of labor relations. The early methods of large unemployed organizations were demonstrations, mass meetings, picketing, literature distribution, overcrowding the conference rooms of WPA authorities, presentation of excessive demands as a device for gaining lesser ends, etc. While these groups later learned to deal in more deliberative conference methods and to treat the WPA as an organization friendly to their needs, the changed practice came too late to affect the attitude of veteran groups generally. It was their feeling that high pressure groups under radical leadership were gaining ends not attained by those who by virtue of war service records should have special consideration as in other fields of government employment. The result was a concerted movement for WPA veterans' preference. While the demand for such preference would probably have arisen out of the basic philosophy of the veteran organizations themselves, the demand came quicker and with more heated force through experience with other conflict groups.

With the passage of the Relief Appropriation Act of 1938 and as interpreted by Central and State Office instructions, veterans were accorded preference over non-veterans if equally qualified for the job required. This application of the rule was not particularly acceptable. The veterans contended generally that preference should be accorded if qualified and argued against any comparative qualification rule. Other veterans argued that no certified veteran should be on the "waiting assignment" list as long as any certified non-veterans were working. The Illinois WPA adhered to the policy that veterans' preference applied on the basis of comparative qualifications and within occupational classification. These two items formed the basis for misunderstanding and much discussion during the fiscal years of 1938 and 1939. Generally, however, the veterans were satisfied since the great majority of their certified members were employed on WPA projects.

The Emergency Relief Appropriation Act for the fiscal year 1940 disturbed a relationship with the veteran groups which had developed into one of rather good and mutual understanding even though not one of entire agreement. That Act placed relative need above veterans' preference and applied the latter only when need was equal to or greater than non-veterans. While this provision was distasteful to them and the first reaction was criticism of the State WPA organization for its action in connection therewith, the veterans were quick to see that the Act itself was governing and turned the criticism to themselves for not more forcibly resisting the passage of this Act of Congress. However, the ERA Act for the fiscal year 1941 retained this provision but extended the preference to wives of unemployable veterans and widows of veterans.

The ERA Acts for the fiscal years 1941 and 1942 changed the veterans' preference provisions and gave preference over relative need considerations. These Acts were most satisfactory to the veteran groups.

The most valuable experience in dealing with these groups came in the difficult years of 1940 and 1941 and leading into 1942. It was found that frank,

open and honest interpretations of the regulations to the various groups produced a condition of mutual trust. In these years the Illinois WPA turned to a positive approach to the problem. WPA officials addressed Veteran State Conventions and Conferences. Prepared mimeographed statements in question and answer form provided the basis for the discussions and were reprinted for distribution to all Veterans' posts throughout the State through the State veteran authorities. Interpretations were then made by post or local commanders and their employment representatives, to the end that proper explanations were made and grievances eliminated at the source. At many of the State and District conferences of veterans' groups, WPA representatives sat with the local and State veteran officials in a sort of class seminar.

Officials of the veterans' organizations learned to know the regulations almost as well as WPA executives. The results exceeded expectations. Grievances were handled more easily, adjustments were expedited, and misunderstandings eliminated. At the State conventions of the American Legion, 1941 and 1942, resolutions of commendation and expressions of purpose to further cooperate with the WPA were unanimously passed.

### Individuals

Employe relations as it relates to membership in union organizations has been treated under a previous heading. This section will, therefore, deal with individual employe relations but will describe the methods used by the individual in his choice of representation. For the most part, workers on WPA projects presented their grievances and requests individually, but a considerable portion of them elected to have representation, particularly in the years of 1936, 1937, and 1938. The chief organizations representing the workers, in addition to union organizations, were the Illinois Workers' Alliance and the veterans organizations.

The procedure established by the Central Office throughout the course of WPA appears to us to have been exceedingly sound. Provision was made at all times for appeals from the local projects to the district, to the State, and thence to the Central Office. These channels of appeal were diligently kept open as they provided an outlet to the worker and a method of securing the maximum consideration for the worker himself.

In the early years of WPA it was difficult to make employment policies understood clearly at the project level. Some of the early supervisory people showed resentment to individuals who brought committees with them for the purpose of adjusting their problems. It was felt by some superintendents and supervisors that the workers were putting undue pressure upon those in charge of the projects. Some resentment by supervisory persons toward the Illinois Workers' Alliance was apparent, probably because this organization was the most vocal in its approach.

By conferences and supplementary instructions this attitude on the part of the supervision was changed and an entirely different viewpoint in most cases was secured, thus providing full recognition of the rights of the workers to organize and select representatives of their own choosing.

One difficult problem was the handling of appeals to the district offices. At first it was a common practice to secure a full report from the superintendent

or supervisor and compare that report with the worker's complaint without an "on the spot" examination of the facts and conditions surrounding the grievance. Obviously, by such a method the tendency was to adopt the position taken by the supervisory personnel and give too little weight to the worker's side of the picture. When this was discovered, provision was made for an individual investigation at the district level whereby the worker or his representative would be interviewed individually as well as the superintendent or supervisor and an objective decision reached on the basis of the investigation rather than upon the review of paper reports.

This same method was used by the State Office where appeals were made beyond the district level and a comparatively small number of appeals to the Central Office resulted.

The position was taken early in the program that where there was a question of doubt as to the decision to be made it should be made in favor of the worker. There was little hesitancy on the part of the State Office to overrule decisions made at lower levels if the facts warranted. One incident vividly recalled, had to do with the dismissal of some 30 workers for wearing badges of the Illinois Workers' Alliance. The supervision on the project concerned was, for the most part, employed by the sponsor and did not understand fully the Federal regulations. All the workers were ordered back to work and the supervision instructed as to the rights of the individuals previously dismissed.

One difficult problem was to make the supervisory personnel fully conscious of their responsibility at the local project level in dealing with workers. The superintendents, for example, were chiefly concerned about getting the operating work on the project done. There was, therefore, some resentment on their part because they had to be bothered with too many employee relations problems. The chief method used in correcting this attitude was the appointment of full time project employment officers where the size of the project warranted and designating other supervisory personnel as project employment officers on smaller projects. The area employment officers then worked with these project people in improving the methods of handling individual problems.

In many cases, the decisions rendered by project supervisory personnel were correct but full explanations were not made to the workers affected by these decisions. When appeals of this type reached the District or State Office and explanations were made in terms of policy and procedure, decisions were accepted as satisfactory by the workers. All that was required here was an adequate explanation which had not been given at the project level and rather irate attitudes were easily converted into proper understanding. As the program developed, this condition greatly improved and the superintendents and supervisors took the time to make adequate explanations to the workers themselves.

A problem of considerable consequence arose because of improper terminology on separation documents. Some superintendents and supervisors used "reduction in project personnel" in order to separate incompetent workers or to get rid of persons who otherwise created difficulty on the project. This was a natural tendency in order to avoid the effort of confronting the worker with his deficiencies. The net result, however, was to create appeals which, either at the district or State level, had to be properly explained in the final analysis, when the time of the worker could have been saved by explaining the



true situation on the project. Specific regulations were issued on this type of problem and it was generally corrected, although instances continued to arise throughout the program.

It was necessary to exercise great care to insure equal justice in handling employee relation problems, whether presented by the individual worker himself or by a representative or organization in his behalf; to do otherwise would have placed the organization in the position of fostering organizational movements rather than letting them develop through the will of the workers themselves.

The issuance of warning notices concerning misconduct or inefficiencies and discussions concerning problems with the worker himself were helpful in maintaining good employee relations, since they indicated an interest in the worker and gave him an opportunity to correct his shortcomings in time to avoid dismissal. Every effort was made to control dismissals in order that they would not be made without prior notice, except in extreme situations of flagrant misconduct or violations.

## RECORDS

During the life of the program, the basic records of the Division of Employment underwent several changes.

Originally, the personal history records of workers were maintained in several series of independent files, without cross reference, some of which were filed in numerical order and others in alphabetical order. With the record of each individual separated thus in several files and with no provision for charging out records drawn from the file, there was no control over the movement of records and no means of locating an individual's record when it was needed. The transfer of all material relating to the individual's personal history to a letter-size folder (with cross reference on half folders and filed in alphabetical order) simplified the work of filing and maintaining these records. Also, a system of charging out these records to persons authorized to draw them from the files greatly reduced the problem of locating them when needed. In some offices records were segregated by counties which required that additional identifying information be placed on each record as an indication of the file section in which it belonged. Experience has proven that files arranged in one series are easier to work with and more readily controlled.

Occupational records of individuals were maintained on 5x8 cards of various types. Originally, these cards were made up from information obtained in a mass interviewing program. This was such a huge undertaking accomplished in a short period of time by interviewers who lacked skill in occupational interviewing, that these records were neither accurate nor adequate for the purpose. These occupational records were classified and coded on the basis of occupations established by the census of 1930. Filing of these cards was arranged according to an arbitrary division of occupations into more or less related groups. Within each major group cards were filed alphabetically. No one individual's card could be found, however, without knowing the code and group in which it was filed. The biggest problem in using this file was that of relating the established occupations used on the WPA program (which numbered about 300) to the 1500 occupations contained in the



file. Temporarily this was solved by developing cross-indexed lists of occupations used on this program and equivalent or related occupations established for the filing of records. The more recent development and use of an occupational classification system based on the standard authorized titles used on the works program proved to be the most satisfactory solution of this problem and provides a more direct and simple method of filing and finding occupational records.

Another record established in the beginning of the program was a large card containing occupational information on all the members of a family. This card was rarely referred to and meant another record to maintain but, because it served no real purpose, it soon became obsolete and was retired.

Occupational record cards were sorted and selected by two methods; (1) manually and (2) mechanically. It is difficult to judge which of the two methods was most efficient and satisfactory, since the Electrofile Selectors were introduced late in the program after the volume of employment activities had greatly decreased.

With the beginning of the national defense effort a new occupational record card was established for maintenance in a separate file and with cross reference to the regular occupational record cards. While this new file served a specific purpose, it was difficult to maintain because of the additional clearances of all employment documents required in order to keep it valid and active. The occupational information on these new cards was more accurate and reliable than any heretofore gathered, due to inauguration of a carefully planned program of vocational interviewing. The disadvantages of a dual system of occupational record cards were later eliminated by the consolidation of information onto one occupational card.

In looking back it is apparent that the early training of personnel in filing methods and procedures would have greatly aided in developing more efficient and adequate record keeping and control, and, further, that better results would have been obtained had the purpose of all records been carefully and clearly defined prior to the start of operations and only those files and records been established which were absolutely necessary to carry out the required work.

### INSPECTION

Early in the program, the responsibility of the State Division of Employment for field inspection of the District Divisions of Employment was not well defined. Too much emphasis was placed on issuing detailed instructions from the State Office. This frequently precluded field office inspection trips at times when the District Employment Offices were greatly in need of advice and counsel. The pattern of over centralization of employment functions in the State Office was later reversed. However, it was followed by over centralization of employment functions in the District Office with corresponding additional work for the District Office staff; for example, the issuance of all termination documents was at one time transferred from the project staff to the District Administrative Office staff. This involved the staff in a large amount of clerical work connected with project requests for terminations (resulting in checking lists of names, matching with employment records, and typing, checking, mailing, and distributing documents.)

It was found advisable to decentralize some functions of the Division of Employment even in the district organization with more latitude at the project level accompanied by proper field inspection. State and District employment personnel improved field operations by attending staff meetings with Project Employment Officers for the purpose of clarifying and explaining the policies, regulations, and procedures of the Division of Employment. In this manner the Project Employment Officers handled many of the functions of the Employment Division at the project site and correctly advised workers on problems which arose in relation to hours of work, wages, working within classifications, disciplinary action, and labor relation problems. Thus when possible by making immediate and proper adjustments at the time and place where causes of grievances and complaints originated, appeals to the District and State Employment Division were avoided.

Field inspection of Intake and Certification assisted this section in determining whether the standard established by agreement with the certification agency were being properly applied by the local relief authorities. It was found to be helpful for members of the State Intake and Certification staff to attend combined meetings of the local representatives of the certifying agency and members of the District Employment Division to discuss problems relating to certification of persons eligible for WPA employment. These meetings aided both staffs, in that differences of opinion could be adjusted.

Field trips gave State staff members a more practical viewpoint of district office functions. It was found to be practical, before installing new procedures, to experiment in a typical district, to study the application of the procedure, to make necessary revisions, and after it had been perfected to release it for application in all other districts in the State. This method was used with extremely gratifying results; for example, at the inauguration of the Project Employment Officer plan and at the time of revising occupational filing methods.

## SEPARATIONS

In the early phases of the Work Projects Administration, separation documents were issued by the project supervisory personnel for all reasons. Later, because of the large number of terminations for disciplinary action, regulations were issued providing for the approval of documents for such reasons by the Division of Employment before becoming effective. These documents were matched with the case records and reviewed before action was taken. This method, while it was an improvement, did not correct unsound practices of project supervision and, in some cases, there was mere "rubber stamping" of the action which had been taken on the projects.

Later regulations provided for a notice to the worker, containing in detail the infraction of the regulation with which the worker was charged. A copy of this notice was sent to the Division of Employment, where an investigation and review was made. When required, both the worker and supervisors were interviewed before final action was taken. With the advent of Area and Project Employment Officers, this type of investigation was handled by them under the direction of the District Employment Officers. Meetings of the Area and District Employment Officers with project supervisors and superintendents, to explain, clarify, and train the project

supervisory staff on suggested methods to be used in handling disciplinary problems, helped greatly in avoiding unwarranted abuses.

After relative need became a factor in making selection for assignment and partial reductions of project workers, the plan of making selection of workers for removal by the District Division of Employment (based on a review of qualifications and need as determined by the review of need interviews) was inaugurated.

This was objectionable to the operating divisions who felt that the selection of workers to be separated should be made by the project supervisory personnel. Upon application of the project organization plan, the issuance of separation documents became the responsibility of the Project Employment Officer for all reasons except partial reduction and disciplinary action. Examples of the types of separations handled at the project level are those resulting from the following causes:

1. Completion, discontinuance, or suspension (whether because of operating conditions or quota limitations) of an entire project, project work section, entire crew or crews, phase or item of work.
2. Habitual absence from duties.
3. Failure to register (or maintain active registration) with the United States Employment Service.
4. Absence due to injury while on WPA. (WPA Form 403 not to be issued until thirty days' absence has elapsed because of such injury.)
5. Obtained private employment.
6. Obtained regular government employment.
7. Illness. (WPA Form 403 not to be issued until one full payroll period has elapsed.)
8. Moved to another locality.
9. Absence from duties for five consecutive working days without notice of cause.
10. Active military service.
11. Other sources of income. (Not private or public employment of the WPA worker.)
12. Death

This method aided greatly in reducing the clerical work in the District Division of Employment and provided an immediate copy to the worker. By staff meetings with Area and Project Employment Officers and project supervisory personnel, the District Employment officer was able to explain and clarify all policies regarding separations.



## COMMUNITY RELATIONS

GENERAL

The success of a public work program depends in large measure on the cooperation of the sponsoring groups and the good will of the community. Since, by its very nature, the services which can be rendered must be public services, it is essential that these services from the beginning have public support. While the program of the WPA generally was thought of as a Federal program, it was in fact a joint enterprise of the Federal Government and of the State and Local communities. In some cases this particular feature of organization was poorly recognized in field operations. Too frequently in the early days of the program the path of least resistance led to the error of making arbitrary plans for the community. However, with increased experience in dealing with community groups and public sponsoring bodies, and with better understanding of the objectives of the program, a closer relationship was developed with the local community.

The dual character of the Work Program and of the responsibilities involved in its operation were written clearly into the legislation and the regulations under which it operated. Local communities had the responsibility of sharing in its cost. Both security and non-security wage workers were drawn from among citizens of these communities. Decisions as to what work was to be undertaken were joint decisions of WPA and local interested groups and sponsors. Project plans and proposals were presumed to be plans and proposals of the local communities acting through authorized sponsors.

This conception of an enterprise in which the Central Government works closely in association with even the smallest political units as well as with individuals and groups of citizens in furthering an activity of community betterment was a new conception. Both the Administration and the communities went through a long period of adjustments in the attempt to find and develop working relationships equally satisfactory to both.

The effectiveness of communities in carrying out their responsibilities was for the most part in direct proportion to the interest and enthusiasm which resulted from their actual participation in the planning and operation of local activities. Community participation in project activities was in the main of three types: (1) financial support - either in cash or in kind; (2) technical assistance in the form of supervision and consultation; and (3) administrative advice and consultation in the area of policy determination as it pertained to local project operations.

In general, the most successful projects or activities were those in which the local community had a genuine interest and in which it had a reasonably substantial stake. If a sponsoring agency had work which it was interested in having done, if it entered into the planning of a course of action to get this work done, if it contributed both funds and technical services in the course of operations, and if it helped to shape operating policies as these developed, there always was reasonable assurance of successful completion of the work. Where such participation was present only in part, and where the community was apparently indifferent to the lot of its security wage workers



and to movements for community betterment, the results achieved were often mediocre.

## ENGINEERING AND CONSTRUCTION PROJECTS

### Sponsors' Attitude

In the early part of the WPA program, sponsors in general regarded the WPA as only a means to move people from the Relief Rolls to some type of gainful employment. In many instances, sponsors gave little thought to the value of the work constructed to the community. Because of the great amount of unemployment considerable local pressure was frequently exerted by the unemployed to force sponsors to provide projects so that the unemployed could be employed. In many instances the sponsors very reluctantly participated in the WPA program. It was not until after the program had demonstrated its ability to provide useful public works that sponsors' attitudes changed to the point where the work performed by WPA was regarded as an asset to the community. It was only then that the sponsors undertook to plan the work presented for construction in terms of general community benefit. In the later stages of WPA operation, sponsors' attitude in general was exceedingly good and all projects which were presented for consideration were based on the single premise of returning to the community the greatest possible value for each dollar expended. An important factor in changing the sponsors' attitude was the substitution of equipment for some of the operations previously carried on by hand methods. This increased over-all efficiency and returned to the sponsoring agencies a greater value for each dollar expended.

### Attitude of the Public

The public attitude to the early operation of WPA was extremely discouraging to those who were in responsible charge of the program. The necessity for using large numbers of men by hand methods on projects which could have been constructed at considerably less cost with equipment naturally led to inefficiency. Also, the necessity for using men on construction work who were neither trained nor accustomed to that type of work contributed to the low efficiency of the workers in the early part of the program. Public reaction consequently was bad, in that it regarded the entire program as an inefficient means of distributing relief or of conducting work. After the program had become stabilized, and a proper amount of equipment used in connection with hand labor, a change in the public attitude was frequently noted. Contact with the public in general by members of the WPA staff frequently brought forth the opinion by the public that, while they felt WPA probably was an inefficient organization in other localities, they felt WPA in their own community was doing an excellent job. In the areas in which there was a large amount of unemployment, WPA generally was regarded rather highly. An index to the general public attitude in the latter part of the WPA program was the willingness of communities to vote in the affirmative on the question of levying taxes for bond issues to finance the sponsor's portion of WPA projects. In very few instances in the State were bond issues defeated at referendums when WPA participation in the construction was involved.

## SERVICE PROJECTS

Because of the nature of many of the Service Division Projects, community relationships were of special importance. Many projects, such as those of the recreational and educational services, dealt with the general public or with large groups of the public within any given community. This made it necessary to have active participation on the part of representative community groups and on the part of local sponsors in determining local operating policies, in providing technical and other types of assistance, and in securing community acceptance of a program. Without such assistance project activities in many communities would have been severely handicapped if not impossible.

### Media through which Local Communities Participated

Communities participated in project operations through various public and private agencies, organized groups and individuals. Experience has shown that the wider the participation in such projects as library extension, education and recreation, the greater the acceptance of the activity and the more effective the operation. Without continuing and sustained support of the communities concerned, many of these activities would not have been possible.

Community participation in project activities was effected specifically through:

- a. Local representatives of the legal sponsor
- b. Individual citizens with special knowledge and skills
- c. Organized groups such as service clubs and organizations interested in civic affairs and welfare
- d. Advisory councils or committees organized by WPA staff members for the specific purpose of assisting local projects in securing financial support, in determining local operating policies and in improving the techniques of project operation

In some types of service projects the representative of the legal sponsor was of primary importance. Notable among these were the township supervisors who sponsored Sewing and Housekeeping Aide Projects and the county and city superintendents of schools on the Education and Nursery School Projects. Other types of projects had only the nominal sponsorship of some state agency with no direct local representation, as for example, music, writers, certain state-wide survey projects, and others. This undoubtedly worked to the disadvantage of such projects. Certainly many of the organizational problems which these projects had to meet would have been less difficult had they had the benefit of services which local sponsors' representatives were in a position to give. In communities where there was interested, active representation of the legal sponsor, many of the most effective programs were developed.

Individual citizens with some related technical knowledge or skill who became interested in volunteering their services to the local communities

found many WPA project activities a useful medium for making such contributions. In some instances such individuals may have had a distorted idea of how their services would be of greatest benefit and attempted to dictate methods and techniques of carrying on project activities. This, however, was not the general rule and projects drew much strength from such volunteer sources. Examples of such contributions may be found in the records of the recreation project, the nursery school project, the library project and many others.

Many projects found that in order to widen the bases of community participation and support, they could draw on already established local groups and organizations such as service clubs, patriotic organizations and others. Such groups responded generously, particularly when given a specific job to do or when asked to contribute certain items of support. It was through the participation of such groups that large sections of the community were represented in the maintenance of many project operations.

#### Value of Advisory Committees and Councils

Service Division projects had a variety of experiences with the organization of advisory councils or committees. The underlying assumption of the formation of such councils was that whatever community participation on a given project activity was to be secured, participation would be effected through the council. Often the sponsor's representative functioned as a member of the council.

Probably the most successful advisory committees were those developed in connection with the School Lunch Program, the Recreation Project, the Library Project, and the Nursery School Project. Of these, the most effective were those where members were chosen because of a particular interest in the activity, because of a special skill or knowledge related to it, or because his or her standing in the community was such as to command respect and confidence. On the other hand, it was found that councils set up on an academic basis of attempting to have all elements of the community represented were not as a rule either long-lived or particularly effective.

From our experience we have learned that in any one locality the number of persons thinking in terms of the entire community are too few. Except in the larger, well organized communities it was often difficult to secure personnel for a well-balanced advisory committee. However, in the process of trying to set up over-all community councils or advisory committees charged with working in a particular field, the staff of the Service Division became more keenly aware of the need for community participation and closer working relationships developed. At the same time, the committee members themselves in many cases were brought face to face for the first time with the acute need for community planning, and the advantages of working together on each individual problem in terms of the total welfare of the community. These committees were given responsibility in the development of one or more project services, in making plans for expansion or contraction of project operations, of establishing standards, selecting locations and areas of greatest need, and for advising the program personnel of pitfalls and obstacles within the local communities. In other words, the local work program became the responsibility of the local citizens, and the advisory committee constituted both the interpreting agent for our program and the measuring rod of our services.

Advisory committees were set up on a state-wide basis for the Citizenship Education Project, the Workers Service Project, the School Lunch Project, and the Child Protection Project. Such groups were difficult to get together often enough to familiarize themselves with project situations and problems, or perhaps to become sufficiently well acquainted with each other to work together in a group. Experience has shown that the most valuable contributions came from individual professional members of such groups rather than from the collective deliberations of the committee.

However, working through state-wide organizations, which the membership represented, they were of great assistance as interpretative agents of our policies and objectives, and often were able to assist in the development of our local committees.





## VII

### FACILITIES AND EQUIPMENT

#### GENERAL

Facilities and equipment for the operation of the program were in two general categories:

- (a) Facilities and equipment for administrative and project offices.
- (b) Facilities and equipment for project operations.

#### FACILITIES AND EQUIPMENT FOR ADMINISTRATIVE AND PROJECT OFFICES

Responsibility for acquisition of facilities, equipment, and supplies for Administrative offices, and of office equipment and supplies for projects, prior to establishment of the Supply Fund, was carried by the office management unit. This unit, first known as the Office of the Chief Clerk, was, at the close of the program, a part of the Control Section of the Division of Finance and Control. Throughout the program the determination of propriety of acquisition of office equipment for projects was made administratively by the office management unit.

Inasmuch as the matter of acquisition of facilities, equipment, and supplies represented a major function attendant to office management, that subject is summarized under the title of "Office Management" in an earlier chapter, viz., Administration.

#### FACILITIES AND EQUIPMENT FOR PROJECT OPERATIONS

The history of securing facilities and equipment for project operations can be broken down into three phases, classified as follows:

1. Operation of Supply Section before origin of Supply Fund.
2. Establishment of Supply Fund under State Supervision and District Administrative control.
3. Establishment of Supply Section under State operation.

Prior to initiation of project operations in 1935 no serious thought had apparently been given to the methods to be used in the purchase, warehousing and movement of Federal property such as implements and equipment. Immediately after the start of operations it was discovered that some manner of central control was required.

In the early operations each project submitted requisitions for tools, materials and supplies. Each of these requisitions was processed through the State Procurement Office of the Treasury Department and, after the delays attendant to the taking of bids, awarding of contracts, and delivery, the projects were supplied with the items required. It soon became apparent that this method was too slow for the furnishing of implements and equipment.

Authority was therefore granted to establish warehouses to stock items of implements and equipment needed in the day by day operation of projects and to supply such items to the operating projects upon their request. The funds required for the operation of these warehouses were secured by establishing a separate work project as a part of any large official project in each district in the State. Projects using the warehouse facilities did not reimburse the warehouse project for services received. Each of the District Warehouses was under the immediate control of a Warehouse Superintendent. In each District there was established the position of District Supervisor of Tools and Equipment on the Administrative rolls and in the State Office there was established the position of State Supervisor of Tools and Equipment. The duties of these Administrative persons were to coordinate the operation of the Warehouses and to establish the rules, regulations, and procedures pertaining to the handling, warehousing, purchasing, etc., of property carried in the Warehouses and supplied to projects.

Property accounting functions for the warehouse project and for property of operating projects were established in each district as a part of the routine functioning of the Division of Finance. The primary purpose of this activity was to maintain inventories of property and to record the movement of property from the warehouses to the operating project and vice versa.

The system of warehouse operation outlined above was faulty for the following reasons:

- (a) The various projects receiving implements and equipment did not share in the cost of operating the warehouses.
- (b) The method of operating the warehouses made no provision for stocking a supply of commonly used materials which could be supplied to projects in emergencies.
- (c) The transfer of surplus materials from one project for use on another project was cumbersome and slow.
- (d) The ownership of implements and equipment was difficult to establish in that some were purchased by the warehouse project while others were purchased by the operating projects.
- (e) The system of property accounting was not sufficiently developed to cover the field and, because of the difficulty in establishing ownership, was not accurate.
- (f) The authority of the warehouse personnel was not broad enough to permit emergency purchases of items which projects needed immediately.

In July, 1938, a Supply Fund was authorized as a revolving fund and operated as the Supply Section under State Supervision and District Administrative control of the Division of Engineering and Construction. The Supply Section included a State Supply Manager, State Property Accountant, their staffs and a Requisition Unit which reviewed project requisitions (written in District Supply Sections) and maintained liaison with the Procurement Division for expediting requisitions. Surplus property declarations were also handled by the

## State Supply Section in the State Office.

A warehouse was established in each geographical district (six in the State) and it was determined that all implements and minor and major equipment of general use should be turned over to the Supply Section for ownership and control. An Inspection Service was established to inspect all materials and equipment to determine that items received from vendors met the specifications on which they were purchased or rented. This inspection service proved to be one of the most useful services performed by the Supply Section and was a safeguard in protecting the Federal Government against unscrupulous vendors, both in the quality and quantity of merchandise being delivered.

At this time a Property Accounting Unit was established in each warehouse as a part of the Division of Finance. Control records of all Federal property were established and maintained. Charges for services to projects participating in the Supply Fund were made, depending on the amount and type of service rendered.

Direct Service charges were applied to those activities where special jobs were being accomplished, such as construction of panel job shanties, tool boxes, special assembled equipment and for tool and equipment repairs which could be charged directly to projects on work orders. The General Service charges were made on a pro rata basis, depending on the number of employees, and included wages of the Requisition Units, Storage Units, Control Units in the District and State Supply Sections.

The functioning of the Supply Section followed the same general pattern of administration and control which obtained for other units of the State Administration. The State Office of the Supply Section was responsible for general supervision of the entire Section, for preparation of instructions and regulations, for coordinating the finance functions of property control, and for maintaining liaison with the Treasury Procurement Office and the Central Office of WPA. Each District Supply Section operated under the immediate direction and supervision of the District Director of Engineering and Construction with a line of information and advice extending to the State Office of the Supply Section. Under District operation, methods used in the several warehouses varied to some extent. The type and quantity of materials, implements, and equipment stocked also varied between Districts. These differences usually reflected the opinions of the District Directors of the operating divisions as to the needs of the projects operating in their districts. While these differences caused some confusion in the State Office, the general pattern of operations was sufficiently detailed in the regulations issued by the State Office so that differences were easily overcome. In general, it can be stated that this type of operation was successful.

In July, 1942, due to the decline of unemployment, it was no longer economical to maintain a warehouse in each district. Accordingly the State was divided into three zones, with a warehouse in each as follows:

- State Supply Section Zone 1 - Chicago (Central Office  
and Warehouse)
- State Supply Section Zone 2 - Decatur
- State Supply Section Zone 3 - Herrin



District Administrative control was transferred to the State Director of the Division of Engineering and Construction. The Property Accounting, Requisition, and Control Units were centralized in the State Supply Section, Central Office in Chicago.

The Property Accounting Unit was placed under the immediate supervision of the State Property Accountant. All records of property were maintained at this point and reports of units having custody of property were reconciled. Other functions of the Property Accounting Unit included Timekeeping, Compensation, and the billing of projects for materials and/or services rendered by the Supply Fund.

On December 1, 1942, a State Division of Supply was established under the supervision of a State Director. This Division was given the same administrative status as other divisions and was charged with responsibility for all functions relating to acquisition, storage, issuance, maintenance and disposition of property of the State Administration. Coincidental with the establishment of this Division, the staff of the Supply Section, paid from project funds, was made administratively responsible to the State Director, Division of Supply, the two major operating heads of the Supply Section being the State Supply Supervisor and the State Property Accountant. This change was considered a sound administrative move, since previously the State Supply Supervisor - formerly called State Supply Manager - had been administratively and technically responsible to the State Director of the Division of Engineering and Construction, and the State Property Accountant administratively and technically responsible to the State Director, Division of Finance and Control. That arrangement, of course, involved a two-headed organization which was unsound administratively. Also, the former arrangement, under which the State Director, Division of Engineering and Construction, was nominally in charge of the Supply Section, permitted an improper administrative relationship to exist, since the head of one operating division served not only his division but other divisions as well in matters of supply. The new arrangement provided one State Director to carry complete responsibility for the functions mentioned above.

#### DIVISION OF ENGINEERING AND CONSTRUCTION

When projects were opened in August of 1935, tools and equipment were taken over from the Illinois Emergency Relief Commission, but were found to be inadequate and this necessitated borrowing from sponsors and other agencies until purchases could be made.

In the Spring of 1936, a small amount of equipment was purchased, both by separate justification as to project need and by the well balanced ownership plan required by the Central Office. Equipment was purchased generally according to type of projects operating. A district primarily concerned with sewer construction purchased pumps, well point systems, compressors and pneumatic tool accessories, Gantry cranes, etc. Districts interested in road construction purchased trucks, graders, rollers, etc., while districts concerned with building construction purchased concrete mixers, hoists, panel forms, vibrators and like equipment. This was a big step in the right direction, but was not the complete answer until the summer of 1938 when the Supply Fund was established with the revolving fund under State supervision to allow additional purchases of major equipment.

With the ownership of the equipment in the Supply Fund it became possible for the Division of Engineering and Construction to plan project operations on a much better basis, as equipment could be moved from project to project with a minimum of paper work and loss of time and effort. The inventory records and controls of the Division of Engineering and Construction were under the direct administrative control of the Districts and were cleared through the Supply Section. This was a rigid control and well handled.

#### DIVISION OF SERVICE PROJECTS

Since the projects of the Division of Service Projects were, in general, for the purpose of providing services, their problems with regard to facilities and equipment were somewhat different from those of the Division of Engineering and Construction.

To the greatest extent possible, rent-free space, equipment, materials and supplies were secured from project sponsors. Where it was necessary to secure any of these items from Federal funds, they were requisitioned through the Supply Section in substantially the same manner as in the Division of Engineering and Construction.

Ownership of equipment by the Supply Fund (1938 and after) of the type used by the projects of the Division of Service Projects was limited to relatively few items, the principal ones of which were sewing machines for sewing projects and wood working machinery for the craft projects. Ownership of such items became necessary when it was found that sufficient quantities were not available from sponsors or for rent.

Working space used by projects of the Division was largely in sponsor's premises, such as schools, courthouses, or other types of buildings. Whether the space was in a publicly owned building or one rented by sponsor or Federal funds, it was inspected by a State Safety Representative before occupancy in order to insure minimum standards of health and safety.

The wide diversity of services performed by the Division caused a wide variety of items of materials, supplies and equipment to be purchased in large quantities. Lack of uniformity of nomenclature, records and status of ownership led to difficulties in maintaining and reconciling inventories and caused an unusual and, to some extent, unnecessary amount of paper work in the Supply Section.



## TRAINING AND REEMPLOYMENT

GENERALVocational Training

The Division of Training and Reemployment was established, effective July 1, 1941, for the operation of projects "for training for manual occupations in industries engaged in production for national defense purposes". The Division was organized as an operating division of coordinate status with the other operating divisions. Throughout the State in each District, the Division of Training and Reemployment was organized on a District basis.

The objective of the Division of Training and Reemployment was (a) the training of certified workers for manual occupations in industries engaged in production for national defense, and (b) the acceleration of the reemployment of trainees and other certified persons in private or other public employment.

Most of the personnel of the Division of Training and Reemployment was transferred from the Division of Employment, under whose supervision the Nationwide Project for Vocational Training of Defense Workers had been operating for about a year prior to the establishment of the new Division. This project was originally sponsored by the Office of Production Management, and co-sponsored by the U. S. Office of Education, and was certified by the Secretary of War as important for national defense purposes. The project, after July 1, 1941 operated as a State-wide project under the functional jurisdiction of the Training and Reemployment Division. The State Director of Vocational Education was appointed as representative of the co-sponsor in the State, and was the primary contact of the co-sponsor with the Division of Training and Reemployment of the Work Projects Administration.

The Work Projects Administration was responsible for the selection and assignment of requisitioned trainees, the keeping of time, preparation of payrolls, custody of WPA property, maintenance of necessary statistical records, injury reports and compensation.

The co-sponsor, through its State vocational representative, was responsible for the selection, employment, and compensation of all necessary vocational school instructors, supervisors of instruction, and training superintendents, as well as necessary personnel for the maintenance of school buildings and facilities. Light, heat, power, and supplies necessary for the conduct of vocational school training courses were supplied by the co-sponsor.

The co-sponsor, through representative advisory committees on State and local levels, was also responsible for and had jurisdiction over the type and method of vocational school training, as well as the determination and requisitioning of the number and kind of trainees for such training. These advisory committees, with few exceptions, did not function very efficiently. Through local agreement, the need for any particular type of occupational training and the number of such trainees needed was determined by representa-



tives of the United States Employment Service. The furnishing of facilities for the training needed was the responsibility of the co-sponsor and, after such determination, trainees were supplied by the United States Employment Service and the Work Projects Administration. It was agreed, in most instances, that 50% of the trainees should come from each agency. In case either agency was unable to furnish its quota of trainees, the other agency was to be notified. Actually, the WPA supplied considerably more than 50% of the trainees for the 30-hour per week classes, since the USES also furnished trainees for the 15-hour per week pre-employment classes. The WPA could not participate in the 15-hour classes.

In general, the cooperation between the WPA and the co-sponsor's representatives, the local Boards of Education, the school superintendents, instructors, etc., was highly satisfactory. There were, however, frequent clashes between the co-sponsor's representatives and the representatives of the United States Employment Service. The USES representatives, in many instances, attempted to dominate and dictate, and the basis of their determination for the need of a particular training course was frequently challenged by the representatives of the co-sponsor. Approval of contemplated training courses was usually denied by the Office of Education unless the USES indicated a definite need for such trainees.

#### Household Workers' Training Project

The Household Workers' Training Project began in 1935 as a part of the Division of Service Projects. Upon the establishment of the Division of Training and Reemployment it came under the supervision of this Division. This project operated under the sponsorship of the United States Employment Service, with the stated purpose of training women between the ages of 18 and 45 who were physically able to do housework in all its branches and to place them in private employment. Several community centers served as co-sponsors and provided space and utilities for the operation of classes until, in 1938, the 32-room house at 2720 Prairie Avenue, Chicago was rented and a multiple unit set up for training large numbers of women. An advisory committee composed of men and women active in various organizations particularly concerned in the advancement of the Negro race was most helpful in furnishing and equipping the building.

The program was organized on a vocational training basis, the trainees actually performing the duties that would be required of them in private employment in housework jobs, from scrubbing the kitchen floor to serving a formal dinner. The training period covered 12 weeks, 4 weeks for laundry and room care, 7 weeks for cooking and table service, and one week for household management. A one-hour lecture on child care was given each week. Each unit was supervised by a graduate home economist.

Trainees, assigned by the Division of Employment, were re-interviewed on the project. Each trainee accepted signed a statement that she would accept employment at the completion of her training.

Until July, 1942 trainees received as compensation one-half the UB rate. Since that date they have received the full UB rate. The project accepted a few non-compensated trainees who were referred by agencies other than WPA. They were required to meet the same specifications as those assigned

by WPA and received the same training.

For placement purposes a project representative was assigned to the Central Placement Office of the United States Employment Service and job orders for domestic service were referred direct to her. In this way, all trainees who completed the course were immediately referred to jobs in private employment. The demands always exceeded the available supply of trainees. The placement service was handled on the project location after July, 1942, when the United States Employment Service discontinued all service placements.

## CLASSES

Existing training facilities in a neighborhood usually determined the number and kind of classes to be operated. The program permitted, however, the rental or purchase of operating equipment where necessary and when accompanied by complete justification. Transportation of trainees and subsistence for trainees were also permissible where qualified trainees were not available in the vicinity of training facilities. These were provided in few instances in Illinois.

A very large percentage of the classes operated on a 120-hour per 4-week fiscal period. A State-wide exemption was obtained, however, and in some instances, usually in downstate districts, classes operated on a 32, 36, 40, 44 or 48-hour per week basis.

Trainees, as a rule, continued in classes from 8 to 12 weeks, of 30 hours each. Four hundred and eighty hours of training was considered a maximum. It was the responsibility of the instructor or superintendent to determine when a trainee was to be released from the class and considered prepared for private employment. During the latter part of the program the Office of Education specified that trainees were to be retained in classes until the instructor considered them to be employable.

During the course of the program classes were conducted in the following subjects: machine shop, foundry, forge, electric assembly, radio assembly, bench assembly, floor assembly, ship lofting, precision inspection, ordnance inspection, airplane mechanics, aircraft rigging, woodworking, mechanical drawing, boat building, blue print reading, gas and arc welding. Both men and women were assigned to most classes and there was no discrimination as to race or color.

Only certified workers were assigned as trainees. They were paid in accordance with the schedule of earnings applicable to the locality in which the training took place.

From the beginning of the program until January 10, 1942, those persons assigned as trainees who were currently employed on other projects at an occupation in the "Intermediate", "Skilled", or "Professional and Technical" wage class received the same rate of compensation on the Vocational Training Project. Those currently employed on other projects at an occupation in the unskilled A and B wage class and those who were not currently employed on any other project, received the unskilled A rate of compensation on the Vocational Training Project. After January 10, 1942 all trainees assigned to the Vocational Training Project received the unskilled A rate of

compensation.

## IN-PLANT TRAINING

The In-Plant Pre-employment Training Program was initiated in October 1941, and was predicated on the utilization of facilities in privately or publicly operated plants, factories, shops, etc., and consisted of assigning WPA-compensated trainees in such plants for brief periods of training at tasks comparable to those performed in the occupations for which training was undertaken.

Plants must have been engaged directly or indirectly in production of defense or war materials, and occupations eligible for In-Plant Training were those designated in the "List of Occupations Approved by the Office of Production Management for Vocational Training Courses for Defense Workers". In other than approved occupations, prior approval of the Central Office was required.

An intensive program of employer interviews was instituted and hundreds of personal calls were made on industrial establishments. A favorable response was found in almost every instance and a desire upon the part of plant owners and superintendents to make use of the program. Initial contacts were usually made through the personnel or employment manager or other responsible official. Experience showed that the program appealed more strongly to small or medium sized plants rather than to the larger corporations. The steel mills, packing companies, Western Electric Company and similar concerns usually maintained their own training programs, and were not especially interested in the In-Plant Training Program, although recognizing its value.

The program operated to only a limited extent in downstate areas. A very large percentage of the In-Plant assignments were in the Chicago area.

Before assignment to the In-Plant Training Program, persons whose records indicated that they were qualified were called into the WPA office for further interview by a Reemployment Representative or an Occupational Classifier. Those selected were then referred to the employer for his approval through the regular hiring channels of the plant. Those referred were selected to meet the qualifications specified by the employer.

The following points were always agreed upon by the employer and the WPA before initiating the In-Plant program in a plant. No written contract was entered into but a letter confirming the agreed-upon points was sent to the employer.

In-Plant trainees were subject to plant rules and regulations.

The plant furnished training space, equipment, machine tools, and instruction.

Training was not to conflict with plant practices or established employer-employee relationships.

The training was not to exceed 160 hours duration, and assignments were limited to a maximum of 8 hours per day and 40 hours per week.

Trainees were paid during the period of In-Plant training in accordance with a schedule of earnings which is the product of the number of hours of training per 4-week fiscal period and the hourly entrance rate for learners employed at tasks comparable with those to be performed during the WPA training period.

In case of injury, the In-Plant trainees were subject to the benefits of compensation laws administered by the U. S. Compensation Commission. Plant employers, however, had the responsibility for safety measures in their plants.

It is quite significant that every In-Plant trainee who remained in an industrial establishment for a full period of 4 weeks as an In-Plant trainee was taken over onto the company payroll at the end of the training period. Many were hired before the end of the 4-weeks training period.

## SELECTION

The Vocational Training Program provided two types of training - basic pre-employment training and refresher training. Courses were offered to provide trainees with sufficient training to enable them to enter industry at a minimum skill or semi-skill level, or to restore a proficiency of skill which had become dormant due to long periods of non-use.

Therefore, it was essential that in addition to those eligible for refresher courses, persons with adaptabilities for training be selected for pre-employment training in fundamental skills necessary to meet basic requirements for employment. WPA work experience was given full consideration in determining potential adaptability to training.

Before any workers were selected for assignment as trainees to the Vocational Training Project, an interviewing process was established in order to determine the worker's physical condition and possible employability in the fields for which training was under consideration. Among the factors considered as a guide for selection were good health, some experience in the use of hand or machine tools or in some occupation requiring manual dexterity, vocational education or apprenticeship training, work experience in mass production industries, experience in farm mechanics, hobbies involving manual dexterity, satisfactory work habits, etc.

Willingness to accept training was given consideration until September 18, 1941, when this provision was rescinded.

The State Director of Training and Reemployment allocated to the Division of Employment project personnel consisting of Occupational Classifiers and clerical workers for the purpose of assisting that Division in the interviewing program made necessary by the requirements of the training project.

After having reviewed the records of workers in both the working and awaiting assignment files, the Division of Employment selected and assigned workers in the usual manner to the Vocational Training Project, designating the location of the school and the occupational training for which the trainee was assigned. Assignments and reassignments for training under the direction of the Division of Training and Reemployment and retention in such



training were given priority over all other project requirements.

The Vocational School authorities had the right of acceptance or rejection of assigned trainees at the time of reporting, or at a later date, if inaptitude for training was revealed. Refusals of assignments to training projects were regarded in the same manner as refusals of any other project assignment for which such persons were qualified.

## PLACEMENT

One of the objectives of the Division of Training and Reemployment was "the acceleration of the reemployment of trainees and other certified persons in private or other public employment". Immediately after the establishment of the Division of Training and Reemployment, an intensive program for calling on industrial concerns was initiated with the objective of placing WFA workers in private jobs. Wherever firms indicated a preference for the United States Employment Service as a public placement agency, they were advised to make use of it. In many instances, however, prospective workers were referred direct to employers and many were placed.

In Chicago this phase of the program was greatly expanded and a placement unit was established as a section of the Division of Training and Reemployment. In February, 1942 the supervisory title of Reemployment Representative was approved and qualified persons were at once added to the placement staff. The placement unit maintained a close working relationship with the United States Employment Service, the Civil Service Commission, the Railroad Retirement Board, other Federal and State agencies and with numerous employers.

Workers were called in for interviews with Reemployment Representatives before being referred to employers who had submitted job specifications. Results of referrals were verified and reported to the Division of Employment. Trainees and other certified workers were advised of job opportunities, assisted in filing applications, obtaining medical examinations through established channels, etc.

Among efforts used to aid in placements, the following may be mentioned:

Want-ads were scrutinized carefully and followed up by mail or telephone.

Former employers of workers were contacted by mail, requesting that they give consideration to re-hiring the former employee.

Selected groups of employers were solicited by mail and by personal calls, as hotels, laundries, etc.

Civil Service forms were distributed to workers and to project locations and assistance given in filling them out.

Employers were invited into the office to interview prospective workers.

Employers were invited to visit projects and training schools in order to select workers.

The United States Employment Service referred many job orders to our placement unit and toward the latter part of our program a Reemployment Representative was placed in the USES Central Placement Office on a full-time basis as a liaison person for the two agencies.



## OPERATING PROGRAMS

GENERAL

In general, the programs of the WPA were public works and public services. The restrictions of the Emergency Relief Appropriation Acts making funds available for the several programs provided that all work should be of public benefit. This meant that no construction could be undertaken or services rendered which would accrue to the benefit of an individual, a restricted group of people in a community, or to a private agency.

Public works programs operated by the Division of Engineering and Construction ranged from construction and improvement of drainage ditches under unfavorable circumstances and with low sponsors' participation, using a maximum amount of unskilled labor, to complicated heavy construction, such as dams and bridges and large public buildings, requiring the highest type of supervision, skilled labor, and equipment.

Public services, performed by the Division of Service Projects, ranged from the old type of emergency relief sewing projects and cleaning and renovating public buildings, requiring the maximum amount of unskilled labor with a minimum amount of training, to highly technical research projects, exemplified by the Chicago Land Use Survey, using so called "white collar" workers of considerable technical ability.

Due to the lack of advance planning, it was necessary when the program started to improvise projects in most communities. The challenge was to put thousands of unemployed persons to work - literally over-night. While the challenge was met, it was necessary during our early operations to overload a great number of the projects in order to provide sufficient employment opportunities. This condition resulted in considerable public criticism.

It was not long before steps were taken to bring about improvement in operations. Useful projects were planned and provided by sponsors in greater numbers; low types of projects were eliminated, better tools and equipment were made available, overloading of projects was eliminated, better supervision was secured and trained, workers were shifted to jobs which would more effectively utilize their skills. Sponsors began to appreciate that they were getting worthwhile things done for their communities and were securing a return for their investments in terms of human values, public improvements and services. With these incentives, impelled in part by later provisions of the law requiring an average of 25% sponsor's contribution, sponsors' participation and interest in projects was amplified and they promoted and demanded increasingly higher types of work and correspondingly higher returns from their investments. Many sponsors participated up to fifty and sixty per cent, a positive recognition that efficient results were being obtained through WPA operations. During this period of evolution administrative and supervisory personnel gained experience in the conduct of a work relief program and developed new techniques peculiar only to such a program.



The results of WPA operations speak for themselves: construction work and services performed were of high quality and, with improvements in methods and increased mechanization experienced in later years, unit costs were obtained which compared favorably with those on work done under private contract.

## ENGINEERING AND CONSTRUCTION

### General

While prior to the beginning of the WPA program some broad public works planning had been envisioned, such as the Chicago Outer Drive, and engineering designs had been prepared for the lateral and trunk line sewer system of the Chicago Sanitary District, comparatively little preliminary or detailed planning for public works had been undertaken throughout the state. Also, at the outset WPA was regarded by most sponsors as a temporary agency, the life of which was not likely to extend beyond one year. Public works planning, therefore, was not considered to any great extent in the early operating program. The immediate goal was the employment of a large number of workers from all walks of life. Project applications were accepted in large numbers from all types of eligible sponsors and, generally, these projects were designed for the prime purpose of furnishing employment in volume with the least possible delay. The type of project submitted by sponsors depended largely upon the sponsor's function in the municipal set-up; and the varying degrees of interest and cooperation in providing employment shown by individual municipal bodies dictated the character of work available in local communities. Individual sponsors had no over-all knowledge of the characteristics of unemployed workers and generally regarded people who were unemployed as "labor". Construction projects, being largely plant expansion or rehabilitation work, nominally required labor trained or accustomed to manual work. The unemployed, however, included large numbers of white collar workers, factory workers, and others with no previous construction work experience. As a result, the amount of unskilled labor available in ratio to the amount of skilled labor available was disproportionate. This fact, highly important to successful prosecution of construction projects, had little or no bearing on the development of projects or selection of projects for operation during early stages of the works program.

It was only after the WPA had been in operation for over a year that program planning became a possibility. WPA administrative staff carried the burden of inducing sponsors to plan projects which had as their primary objective the construction of facilities which would return the greatest possible value to the community. Several years of promotion and education were required before the results of this type of thinking became apparent in the type of program operated. The greatest difficulty encountered was that of coordinating the abilities of available labor with the program of work proposed by the sponsors. As stated above, the quantity of skilled construction labor was disproportionate to the total labor supply, and it was therefore necessary to adjust methods of construction and even the work proposed in a manner which would provide employment for the type of workers available, while at the same time constructing the facility desired by the sponsor.

## Types of Projects Operated

The types of construction projects operated have been generally classified in seven categories. With the development of a better organized program of operations, including the selection for operation of projects which could be efficiently prosecuted with available labor within the sponsor's financial resources and with equipment and materials locally available, the ratio of workers employed in any one category to the total employment changed. A comparison between the number of workers employed in each of these categories in the years 1939 and 1942 is indicated in the following tabulation:

	<u>Sept. 1939</u>	<u>Sept. 1942</u>
Highways, Roads and Streets	53.0%	40.0%
Public Buildings	7.1	11.7
Parks and Recreational Facilities	13.1	7.9
Public Utilities	19.7	24.2
Airports	.3	7.5
Conservation	2.9	4.1
Miscellaneous	3.9	4.6

A resume of each of these categories seems apropos in a discussion of the general WPA operating program.

### Highways, Roads and Streets

The early relief laws in Illinois provided assistance to the needy by township supervisors, in exchange for which the persons receiving relief were usually required to work on township roads under the direction of the township commissioner of highways. Perhaps for this reason township road projects constituted the largest number of any individual type of project and provided employment for the largest number of workers in the early stages of the program. It is also true that the need for improvements to township roads greatly exceeded any other individual need in the state, and, also, this type of project could be quickly developed and placed in operation. The work involved could most easily be performed by nearly any type of individual able to work. In Illinois a township generally includes an area six miles square; as a result, township road projects could be so located as to be accessible to all workers.

The typical township road project was designed around the estimated number of workers available within the township, the equipment available to the township commissioner of highways, and the funds available to the township. These factors varied considerably in different parts of the state. In the northern half of the state, fairly respectable road construction projects were possible, but in the southern half of the state, with low assessed valuations, practically no cash or equipment available, and with relatively high numbers of workers in need of employment, extremely low types of township road construction projects were developed. Nearly all of these projects were placed in operation without plans, specifications, or standards of construction being available to supervisory personnel. The objective was usually to "gravel a road." Brush clearing and ditching sometimes developed as a major objective in this type of project.

The lack of plans and specifications and engineering supervision on the part

of the sponsor manifested itself at an early date in the program. Although state laws provided for control of such operations by the county superintendent of highways, it had been general practice in Illinois that such control was not exercised. It was determined by WPA that, in order to improve the character of work underway and to safeguard WPA against criticism because of non-conformance with state laws, township road improvement projects would not be undertaken, except upon approval of the county superintendent of highways. This policy improved to some extent the character of this program, but in many counties the county highway department was unable financially to cope with the problem and in some instances the county highway superintendent was not technically capable of supervising a road construction program of the magnitude confronting him. In the southern part of the state, where the problem became particularly acute because of financially poor sponsors and large numbers of unemployed, WPA engineers found it necessary to assist in making surveys and developing plans, specifications and standards of construction. The problem was officially recognized by the State Division of Engineering and Construction through issuance of minimum standards, including such items as width of right-of-way, sight distance, degree of horizontal and vertical curves, drainage structures, types and specifications of surfacing materials, and other specifications necessary to assure that a worthwhile improvement was being obtained. As a result of establishing these standards, applications for Farm-to-Market road construction were developed on a sound engineering basis and the construction which followed was greatly improved.

Cities, towns and villages participated to a considerable extent in street construction projects. In larger municipalities, where a regularly employed engineering force was available, or where it was the practice to employ the services of qualified consulting engineers, fairly efficient results were obtained, but in smaller communities the absence of planning on the part of sponsoring officials frequently resulted in development of "made work" street improvement projects, on which the results obtained were not commensurate with the amount of funds expended.

Within about two years, however, the ability of WPA to construct roads, streets, highways, bridges, etc., of the highest quality became clear to many project sponsors and, as a result, higher types of such improvements were considered for construction under WPA. Sponsors were willing to spend a larger portion of the project cost and obtained such funds through Motor Fuel Taxes, special assessments, and general obligation bond issues. Improvements prosecuted began to include reinforced concrete pavements, concrete bridges, bituminous surfaced rural highways and, even with respect to township road projects, the surfacing specifications improved considerably. This improvement in character of work is attributed to the insistence by WPA on adequate plans, specifications and materials, and the demonstration by WPA that work of the highest standards could be successfully prosecuted. The insistence upon these standards by WPA made it necessary to refuse to operate many of the lower type road construction projects because adequate plans and specifications were not available, or because the improvement desired was not of a sufficiently high type. The result was that fewer workers were employed on road construction projects but, at large, better accomplishments were realized.

The large number of individual road construction projects prevalent during early stages of the program was objectionable from an administrative point of view,



because each employed relatively few workers and administrative costs with respect to control and supervision were disproportionately high. This objection was overcome through the development of county-wide road construction projects under the sponsorship of county highway departments. Development of county-wide projects made possible a supervisory organization of higher quality and required fewer supervisory persons than was necessary under individually sponsored projects. Scheduling of operations within counties was possible through the consolidation of all road work within a county under one project. In general, highway, road and street construction represented the largest source of work for unemployed labor. The construction of roads and streets in volume greater than the sponsor's ability to maintain these improvements presented a problem, and in many localities road and street construction actually progressed to a point where the sponsor was not able to adequately maintain and operate the system in place. In such localities, further possibilities for this type of work are limited unless new sources of revenue for maintenance and operation are made available to the local governmental agencies.

In the program of Highways, Roads and Streets, the two most outstanding accomplishments consisted of the Farm-to-Market Road program and the construction of the Outer Drive in the City of Chicago.

The Farm-to-Market Road program was particularly important to the farm communities in the state, in that at the outset of WPA only about 21 per cent of local township and county roads were covered with any type of surfacing material. Consequently, these roads, which carried the bulk of farm produce to markets, were impassable during periods of wet weather and, because of their nature, could be used only by horse drawn vehicles for a greater part of the summer season. WPA projects, under sponsorship of township road commissioners and county highway departments, graded and surfaced with crushed stone, gravel, or mine shale a total of 35,440 miles of these Farm-to-Market roads. Because of this WPA construction, approximately 67 per cent of the Farm-to-Market roads in the state are now equipped with some type of all-weather surfacing. This construction now permits hauling of a large percentage of the farm produce to market in all types of weather, and, because of the surfacing, farm trucks can use the roads in all seasons of the year, thereby creating a great saving in time and effort so greatly needed at this time in the agricultural industry.

The Chicago Outer Drive improvement had been conceived some years prior to the start of WPA. The City at that time was struggling with an exceedingly difficult problem of automobile traffic between the central business district and the north and northwest sections of the City, and the suburban area along Lake Michigan to the north of the City. The main traffic artery was the Michigan Boulevard, Lake Shore Drive, and Sheridan Road system, which approximately paralleled the lake shore. Because of restricted capacity, this artery became so congested during rush hours in the morning and late afternoon that an average speed of approximately five miles per hour was the maximum which could be attained for a considerable distance north of the central business district.

Under sponsorship of the Chicago Park District, a program of improvements was undertaken which had as its objective the construction, through relocation and new development, of a high speed traffic artery which would, for all time, solve the northbound traffic problem. The program was started in 1936 and completed in 1942. The improvement began at approximately the Chicago River on



Michigan Boulevard and on Lake Shore Drive, and extended in a northerly direction on these streets, and on Sheridan Road to Foster Avenue, a distance of approximately six miles. At some locations the existing street pavements were widened. At others, additional pavement was constructed, paralleling the existing streets, and new pavements were constructed at new locations to route traffic away from congested areas. The major portion of the improvement was constructed through the park system fronting on Lake Michigan.

The most outstanding portion of the entire improvement was a section of new concrete pavement constructed to replace a portion of Lake Shore Drive between North Avenue and Belmont Avenue, a distance of approximately two miles. On this section was constructed a concrete pavement 100 feet in width, equipped with three movable traffic fins spaced 25 feet apart, which fins could be automatically raised or lowered at will, so that traffic could be routed into definite channels. When traffic is heavy in any one direction, one of the traffic fins can be raised so that a width of 75 feet is available to accommodate the heavy traffic flow, while the remaining 25 feet are available for the lighter traffic traveling in the opposite direction. Included in this section of pavement were three grade separations, designed to accommodate incoming or outgoing traffic at North Avenue, Fullerton Avenue, and Belmont Avenue, without interrupting the normal flow of traffic. Also included was a new bridge over a lagoon entrance from Lake Michigan at Diversey Avenue. Since completion of this entire system of improvements, the traffic congestion has been successfully overcome and traffic may now flow from the central business section of the City in a northerly direction at express speeds.

### Public Buildings

During the early stages of the program, building projects were largely limited to rehabilitation, painting, grounds improvements, etc. Insistence by WPA that maintenance work would not be undertaken was necessary in order to counteract a tendency on the part of sponsors to submit projects including large amounts of such work. When the possibilities of construction through WPA had been demonstrated, there was an increase in the number of applications for new building construction projects. In many communities, school buildings, village halls, community buildings, and similar structures were needed. Structures 50, 60 and 70 years old were replaced by modern structures. This type of project required the most careful planning of all programs undertaken by WPA because of the uncertainty that skilled labor sufficient for completion of the work would be constantly available to WPA or to the sponsor. In general, the skilled labor group was the most aggressive and the first to leave WPA rolls when private employment of the communities developed. In larger cities skilled labor available to WPA was not particularly limited in number, but the workers were generally in the older age bracket and included those who were no longer able to compete in private industry with younger workers. The more specialized phases of building construction, namely, electrical work, heating, and plumbing, were undertaken by contract or by force account skilled labor employed by sponsors.

In some localities labor unions adopted the policy of not cooperating with WPA labor, but generally such problems were solved without much difficulty. After some experience with building construction through WPA, buildings designed for monolithic concrete construction prevailed. This type of work could be most easily accomplished with available labor, required the least number of highly skilled laborers, and was desirable to the sponsor because

usually a lower percentage of sponsor's participation was required. The success of building construction projects in particular was dependent upon the ability and patience of superintendents and assistant superintendents to direct workers often not familiar with the work. It was necessary for a WPA building project superintendent to be thoroughly familiar with all phases of the construction. In most cases, foremen and assistant superintendents worked side by side with project workers in actual construction.

That WPA could successfully prosecute this type of project was evidenced by the fact that the percentage of workers employed on building projects in 1942 was 50 per cent more than the number employed in 1939. A successful WPA building construction project usually required a higher degree of sponsor's cooperation than other types of projects, particularly because timing of material procurement and delivery, and accomplishment of certain skilled work were vital to continuity of operations.

In spite of the difficulties encountered in public building construction, WPA in Illinois was able to contribute greatly to the welfare of many communities in the state, through this type of construction activity. For example, a total of 833 new buildings were constructed and another 2,980 buildings rehabilitated or improved. Of this number, 59 new school buildings were constructed and another 887 school buildings rehabilitated and improved. The new construction was mainly for the purpose of replacing buildings which had been condemned or to provide for adequate space where existing facilities were seriously overtaxed.

In the case of the 887 buildings rehabilitated or improved, in most instances these buildings were sadly in need of major repairs and improvements. The buildings had deteriorated to such an extent that a complete breakdown of the educational system in many communities was threatened. The WPA assistance extended corrected these faults and the communities are now equipped with proper educational facilities.

The largest single building construction program undertaken in the State consisted of the construction of 13 large armories, under sponsorship of the State of Illinois. These buildings were primarily designed for use by the Illinois National Guard, but were constructed in such a manner as to be usable for many community functions, such as meetings, conventions, dances, etc. All of these buildings were constructed in communities outside the City of Chicago and several of them in communities with a population of 5,000 or less. Because of this construction in the smaller communities, the skilled labor available to WPA was not sufficient to carry on project operations expeditiously. It became necessary for the sponsor to supplement WPA labor with skilled labor, which the sponsor hired with his own funds. However, because of the limitation on the sponsor's funds, the amount of skilled labor which could be provided was not sufficient to carry on project operations on an efficient basis. The limited sponsor's funds also required WPA to furnish non-labor items far in excess of the amount normally furnished by the Federal Government.

While the construction of the 13 armories filled a long felt want and provided excellent facilities for community activities and for training centers and housing for the Illinois National Guard, the amount of employment provided for relief workers in relation to the total Federal expenditure was not favorable when compared with other types of projects.

## Parks and Recreational Facilities

The construction of park and recreational facilities represented a ready outlet for employment of WPA labor during the early stages of the program. Projects could be quickly conceived and placed in operation. The type of work, namely, grading, landscaping, minor building construction, playground development, etc., required employment of all classes of labor and the improvements desired could be scheduled to conform with the character of labor available. As in other types of projects, the need for adequate plans, specifications, and construction standards soon became apparent. The tendency to develop "made work" improvements in parks and recreational facilities became a problem, as did the development of park or recreational facilities beyond the sponsor's ability to properly maintain and operate these facilities. Although the earlier projects included mostly landscaping, tree planting, road construction, and similar items of work requiring largely hand labor, a commendable program for the construction of swimming pools, athletic fields, stadia, and other recreational facilities was soon developed. Such facilities were lacking in many communities and there was a definite need for this type of improvement.

This category of projects offered a fertile field for a work program because it provided projects which could be constructed in useful units of the type that could be expanded or contracted within a relatively short period of time. In Cook County particularly, where large unemployment existed, the ability of sponsors to provide work opportunities in this category was an important factor in the success of the WPA program. On the other hand, the point at which new construction ended and maintenance began was debatable. The use of excessive numbers of laborers became a problem, and on the larger types of park and forest preserve projects, a proper balance between the amount of labor and equipment was rarely attained.

The most extensive program of work of this character undertaken by the WPA in Illinois was the park program, sponsored by the Chicago Park District. A considerable portion of this program was constructed along the Lake Shore and the park area identified as Lincoln Park.

The program of improvements in the park itself was carried on simultaneously with the construction of the Outer Drive highway improvement, described above. That portion of Lincoln Park lying between Foster Avenue and Belmont Avenue was developed in its entirety by WPA labor. This park was constructed on sand and other fill previously placed by the Chicago Park District. The WPA operation consisted of landscaping, planting trees and shrubs, construction of walks, drives, tennis courts, parking areas, bathing beaches and bath houses.

In that portion of Lincoln Park south of Belmont Avenue, approximately 50 per cent of the park area was completely revamped. Drives and walkways were relocated, parking areas were constructed and athletic fields removed from one location to another. The prime objective in most of this construction was to provide recreational areas which were not subject to continuous automobile traffic.

In the park area fronting on Lake Michigan, approximately south of Roosevelt Road, was located the Century of Progress Exposition in 1933 and 1934.



Subsequent to the removal of the Century of Progress buildings, WPA moved into the area and developed it into a park.

Another outstanding example of park development was the construction of what is now known as Lake Park in East St. Louis, Illinois. This area of approximately 1130 acres in extent consisted of swamps and farmland prior to the start of WPA operations. The development included the construction of the lake, swimming pool and bathhouse, an outdoor amphitheater, together with the usual drives, walks, parking areas, and a nine-hole golf course.

Because of the varied type of construction undertaken in the development of park and recreational facilities, almost every type of occupational skill common to construction work was used. This type of work provided an outlet for a large volume of available labor in the cities in which such work was done. In every instance, the construction would not have been possible without WPA assistance, because the cost of park developments which were undertaken by WPA were so extensive that the communities could not have undertaken them if they had been required to finance the entire cost.

### Public Utilities

Projects in the public utility category, largely sanitary sewer and water supply projects, comprised the group of projects perhaps best suited to the WPA program. The required standards of sanitation had increased beyond the ability of many communities to construct or improve sanitary facilities. It also developed that many necessary water and sewer projects could not be financed by these communities without outside assistance, such as furnished by WPA. This field had been fertile as a source of work for PWA and the cream of the projects chosen for development had been selected for operation by that agency. As a result, many of these projects which WPA undertook were those which sponsors needed badly but had not been able to finance. A considerable amount of time was required for development of proper plans and specifications, and, as a result, this type of project was not available for operation at the inception of WPA. The earliest operations were limited to short sections of sewer or water main extensions, but as the possibility of improvements through WPA became manifest, many communities presented projects for sanitary sewers, sewage treatment plants, water distribution systems, and water supply systems. On these types of projects the ratio between labor and non-labor requirements was such as to make them desirable to sponsors from a financial standpoint whenever sufficient WPA labor was available.

In central and southern Illinois particularly, diminishing water supplies had developed to be a considerable problem and it became apparent that many communities could solve this problem through construction of dams and reservoirs. This type of project was particularly adaptable to WPA and met with considerable public favor. The possibilities for such projects have only been touched upon and a considerable number of additional projects could be developed and placed in operation. The public utility type of project is one which can be developed in nearly every community, for the needs increase with the expansion of the larger communities and too many smaller communities are inadequately served, if at all. The tendency in this type of project during the early stages of the program was to use a preponderance of hand labor, resulting in unnecessarily high costs and long periods of construction. When the need for more efficient operations had been emphasized, and particularly when the number



of workers available decreased, we found it not too difficult to introduce the use of equipment in these types of projects, with the result that performance became reasonably efficient. Many communities reported costs of project operations below those experienced through private contract methods of construction.

The most outstanding program in the field of public utilities constructed in Illinois was the Chicago Sewer Program. The disposal of sanitary wastes in Chicago was the joint responsibility of the City and the Sanitary District of Chicago. The City of Chicago normally constructs and maintains lateral and trunk line sewers, while the Sanitary District collects the sanitary wastes from the trunk lines through a system of intercepting sewers and transports them for treatment to three large sewage treatment plants located on the south, west and northwest sides of the City.

In 1935 large areas of the City, near the outer limits which had been reasonably well built up with small homes, were lacking in proper sewage facilities for the disposal of sanitary wastes. Also, intercepting sewers were lacking to transport these wastes to the sewage treatment plants. The boundaries of the Sanitary District extend outside the City limits and take in a large portion of suburban area immediately adjacent to the City. The sewer systems in these suburbs, in some instances, discharged into open water courses, thereby creating serious health hazards through pollution of these streams.

Both the City of Chicago and the Sanitary District of Chicago seized upon WPA as a means to correct these situations through the construction of complete sewer systems and intercepting sewers. The sewer construction undertaken in this program was well planned. The interceptors and lateral and trunk line systems had been designed some years previously, but, because of the limited funds available to the sponsors, they had not been constructed. The program, as laid out by the City of Chicago, also included the construction of several badly needed relief sewers to mitigate overloaded conditions in the City sewer system which had been constructed some 35 to 40 years previously.

In the Chicago Program, a total of 321 miles of new sewer was constructed, while  $6\frac{1}{2}$  miles of existing sewer were rebuilt. The sewers as constructed ranged in size from 10-inch diameter to monolithic concrete sections 13'x17' internal dimension.

In the first several years of operation, the program included the construction of concrete pipe with WPA workers using forms rented from manufacturers of concrete pipe. Pipe sizes constructed in this manner ranged from 24-inch diameter to 90-inches in diameter. Approximately 70 per cent of the miles of sewer constructed were installed entirely by hand labor methods. Generally, excavating and backfilling equipment was used only on the larger diameter and on the huge monolithic concrete sections. At the peak of this type of construction, approximately 10,000 workers were employed in the Sewer Program of the City of Chicago and the Sanitary District of Chicago.

### Airports

Airport construction did not represent a major phase of the Illinois WPA program with respect to numbers of workers employed, because in Illinois the

means for financing such improvements by municipalities had not been clearly defined to project sponsors at the outset of the program. We did, however, construct a few high type airports. Because of the amount of drainage, paving, and grounds improvement required in a project of this type, it is desirable in a work relief program, but generally the project sponsor must be required to furnish a considerable amount of equipment in connection with the grading. The grading operation does not in itself represent a source of worthwhile work for work relief labor.

The most notable achievements in the field of airports were the enlarging of the Municipal Airport in the City of Chicago and the rebuilding and extending of the Municipal Airport at Peoria.

In 1935 the Municipal Airport in Chicago had an area of 160 acres and was equipped with runways of an extremely low type of surface. The first step in improving the airport consisted of constructing new runways on the existing field. It soon became apparent that a field of this size was entirely inadequate to handle the air transport traffic, and the City of Chicago thereupon made provisions to enlarge the airport area to one square mile.

A major problem which was encountered during the construction was the existence of a railroad track which bisected the field. After considerable delay and negotiation, the City of Chicago succeeded in having this track removed and routed around the field, after which the runway construction was completed.

Construction on this enlarged airport consisted of drainage, grading, constructing runways, consisting of macadam base, an asphaltic concrete surface, and the construction of concrete runways. The runway system was so designed that there are now four sets of dual runways, thus providing facilities for two planes to land or take off simultaneously in the same direction. The entire field is also equipped with the most modern airport lighting system in the nation. The runways are equipped with contact lights and flood lights. Each runway is identified with concrete numerals approximately 20 feet in height, which are also lighted for night landing.

Prior to the start of WPA operations at Peoria, the airport was equipped with runways surfaced with mine shale and approximately 1500 feet in length. Under the WPA project, the field was enlarged, graded and drained and four concrete runways were constructed, ranging from 3500 feet to 4000 feet in length.

In both of these projects, the entire operation was performed with WPA workers. The only assistance in workers furnished by the sponsor was in the form of electricians to assist in installing the lighting system on the Chicago airport. All subsurface work was performed with hand labor and on the Chicago airport a considerable portion of the grading was performed in the same manner.

### Conservation

While water conservation projects were not numerous in Illinois, 20 dams, most of which were of rolled earth fill with concrete overflow spillways, were constructed. Eleven of them were constructed primarily to provide storage reservoirs for municipal water supply. Along with them, filter plants and pumping stations were constructed and water supply lines of considerable length were laid. In addition to their utility value, the lake areas created, with their

irregular shore lines, offered opportunities for developing new recreational facilities of a type not large in number in Illinois. This type of project was readily adaptable to the use of WPA labor, but in the aggregate did not provide employment for a great number of workers. Several were successfully constructed under an arrangement whereby the sponsor's participation was furnished under contract. Under this plan of operation, for example, the sponsor would let a contract whereby the contractor would furnish over-all supervision of construction, earth moving and other equipment, skilled labor and certain specified materials, and the WPA would furnish all labor not supplied by the contractor, necessary WPA supervision of such labor, and materials not furnished by the contractor.

The largest and most prominent dam construction involved projects in the Crab Orchard Area under sponsorship of the U. S. Department of Agriculture, Soil Conservation Service. WPA assisted in the completion of the main Crab Orchard dam on Crab Orchard Creek near Carbondale, WPA work involved placing of rip rap on the dam, clearing a large part of the reservoir area, and construction of roads, trails and recreational facilities. WPA also constructed to a point of near completion an earth fill dam, 85 feet high and 3500 feet long, on the Little Grassy Creek, a tributary to Crab Orchard Creek, above the Crab Orchard dam, and partially completed a monolithic concrete dam, which when completed will be 116 feet high and 670 feet long, known as the Devil's Kitchen dam on Grassy Creek, also a tributary of Crab Orchard Creek, above the Crab Orchard dam. These Dams were not completed, due to the liquidation of the WPA Program.

Very little soil conservation work was done by WPA, as it was the policy of the Illinois Department of Agriculture to encourage such work to be done by individual farm owners. However, a successful experimental soil conservation project was operated at Dixon Springs in Southern Illinois under sponsorship of the United States Department of Agriculture, Soil Conservation Service, in cooperation with the State Department of Agriculture and the University of Illinois. While useful work was accomplished, employment on this project was limited.

#### Diaster Relief Program

WPA in Illinois participated in disaster relief activities in every instance of natural disaster during the years from 1935 to 1943. The assistance given to local communities and to the public consisted of the protection and repair of levees during high water stages in the Illinois, Mississippi, Ohio and Wabash Rivers. WPA also assisted in the evacuation of families from flooded areas, in the removal of debris, and in reestablishing municipal functions after flood waters had subsided.

Immediately after several severe wind storms, WPA assisted communities in re-establishing normal municipal functions by removal of debris and repairing damaged public property.

The most notable WPA participation in the field of disaster relief was during the disastrous flood in the Ohio River. WPA was lying in wait for the flood of 1937; an Emergency Disaster Project was approved by the President on February 29, 1936, almost a year in advance of its use. Liaison was established with the U. S. Army Engineers and with the State Division of Waterways that WPA might be promptly informed of any serious rise in navigable or non-navigable



streams in the state. Plans were laid in detail for prompt action in whatever district the flood might hit, with the cooperation from all other WPA districts.

The first high water of 1937 in Illinois came early in January on the Kaskaskia River in Fayette County. This flooding of lowlands, which proved not to be serious, involved a few WPA workers employed on a regular WPA levee project. Next the Wabash and White Rivers overflowed their banks and a few more WPA workers were kept busy in Wabash, Edwards and White Counties. By the middle of January, 1937, it began to appear that no serious flood conditions would visit Illinois. But from January 13 to January 25, 1937, came snow and rain - day after day after day of an almost unprecedented precipitation in Pennsylvania, Ohio, West Virginia, Tennessee, Kentucky, Indiana and Southern Illinois. In 13 days from 12 to 21 inches of rain descended over the main basin of the Ohio River system.

Shawneetown was the first in difficulty and the last out. WPA crews started work on levee strengthening at Maunie and Shawneetown on January 21, 1937, working under the technical direction of the U. S. Army Engineers. By January 23, over 2,000 WPA workmen were engaged on levee work, on evacuation of towns without levee protection, and on emergency supply of food, clothing and medical supplies, working with the Illinois Emergency Relief Commission, the American Red Cross, the U. S. Coast Guard Service, the State Department of Public Health, the Illinois National Guard, and with many other volunteer agencies. The WPA flood fronts extended from Mt. Carmel in Wabash County to Cairo and the Mississippi banks in Alexander County.

By January 24, the Army Engineers decided that the plight of Shawneetown was hopeless and permitted the river entrance to the town to prevent overtopping of the levee. Later the flood crest came to its final stand six feet above the top of the levee. With the lower sections of Cave-in-Rock, Elizabethtown, Golconda, Metropolis and Mounds flooded and evacuated, with Brookport entirely submerged, with Ridgway, Equality, Karnak, and many smaller towns isolated by the rising waters, the WPA battle front shifted to Mound City and Cairo. By January 26, 4,000 WPA employees were at the water front, working until forced by exhaustion to retire, when their places were taken by fresh WPA workers shipped in from Williamson, Franklin and Perry Counties chiefly.

The flood waters rose steadily until February 2, by which time Harrisburg, 25 miles from the Ohio River, was three-fourths submerged and entirely surrounded by water. On the 26th of January, the Ohio, backing up in the channel of the Cache River, overwhelmed Mound City from the rear and lower levees. Although over 200 WPA workers were on the levee at the place of the 150-foot break, all made the barges in safety. This left Cairo as the only Illinois town - the only town in the whole Ohio Valley - to come through the flood with dry streets. The opening of the flood-way below St. Francis, Missouri, took the final edge off the flood at Cairo, while the 3-foot high, 9-mile long bulkhead, built largely, by WPA successfully stood against the cutting action of the waves and current.

As related in a subsequent chapter, while WPA workmen were battling in the water and mud and snow, WPA women and other workers in sewing rooms, commodity depots, refugee camps and work shops all over the state were making, bundling and shipping vast quantities of sandbags, clothing, food and medical supplies,



and performing all kinds of emergency health services, under the direction of the Illinois Emergency Relief Commission, the Red Cross, and the State Department of Health. The grand total of WPA workers all over the state who by February 6 had been enlisted in flood relief and supply work amounted to 14,343 men and women. To supervise their activities during the 24-hour work day, administrative employees from all districts and from the State and Regional WPA offices, were sent into the flood area and worked under the leadership of that district's staff.

In the flood emergency period, before the water had subsided sufficiently for the main cleanup and health campaign, WPA Illinois had expended \$280,000 for labor, \$240,000 for purchased materials, and \$290,000 for clothing, foods, etc. It utilized the services of fourteen thousand workers. All this was done between January 19 and February 6, 1937.

With the passing of the flood crest during the first week of February, the big cleanup and sanitation job was put under way under direction of the Sanitary Engineers of the State Department of Health. WPA crews, pumping and chlorinating wells and cisterns, burying animal carcasses, restoring privies, and cleaning public buildings and streets followed close on the receding flood waters. Houses were floated back to their foundations - sometimes several blocks away - and restored to their owners. In Mound City, out of a total of 780 houses, 331 had been carried off of their foundations by the flood waters. The proportion was even higher in Shawneetown, where houses were freakishly overturned to stand precisely on their ridges, and piles of lumber were picked up intact and deposited on the downstream levee. Even brick walls crumbled under the impact. A church floor rose vertically a full twenty feet, causing its cargo of furniture to punch holes through the metal ceiling, and subsided again practically to its original level. A garage roof was lifted off its supporting walls, which collapsed as the roof jackknifed. Private owners who were still able to locate their homes, shoveled the mud and plaster and debris that was once furniture out into the street, and WPA gangs hauled it away.

The official figures of the State Department of Health show that WPA gangs under their direction pumped and chlorinated some 4,880 water supplies, reset 1,500 privies, burned or buried over 1,000 animal carcasses.

In January, 1942, the Mississippi River rose to unpredicted height and caused serious damage to the low lands on the Illinois side of the River. WPA crews were called out, under the State-wide Emergency Disaster Project, and working under the technical direction of the Army Engineers, reinforced levees and placed riprap and sand bags to protect the upper part of the important levees from serious erosion. This work was a major factor in preventing serious flood damage to some 5,000 acres of farm land and to embankments of bridges over the Mississippi River in the St. Louis area.

Since the Emergency Disaster Project was always given first priority in the employment of WPA labor, it was necessary each time the project operated to secure the greater part of the required supervision and labor by quick transfer from other operating projects in the same area. This usually made it necessary to temporarily suspend or curtail operations on other projects. Operation of the Disaster Project was usually of short duration and other projects were not seriously affected. However, in the case of the Ohio River disaster, the heavy withdrawal of workers from other projects in Southern

Illinois for a period of nearly three weeks disrupted other projects to a considerable extent, and it was some time before operations became normal. Sponsors in general were most patient in these situations because they appreciated that the assistance rendered by WPA in disaster work was of utmost value.

### Program of War Connected Projects

In recent years legislation authorizing the WPA program included provisions affecting projects which were directly connected with the Defense effort and later the War effort. The projects were first known as "Certified Defense Projects" and later as "Certified War Projects." In order for a project to qualify for this special designation, it was required that either the Secretary of War or the Secretary of the Navy certify that such project was necessary in the Defense or War effort. Under the legislation, WPA was permitted to depart from the statutory limitation of \$6.00 per man-month of employment in the use of funds for non-labor purposes; and from the usual limitation of 130 hours of work per month.

WPA in Illinois was called upon by the Armed Services to assist in the construction of many projects in this category. Because of the release from the limitation on the use of non-labor funds, projects were undertaken which made use of a considerably greater volume of equipment than obtained on other projects in the state program.

A brief summary of some of the work accomplished by these War-connected projects follows: Rock Island Arsenal - Roads, walks, building rehabilitation; Camp Grant - Concrete tent floors, roads, walks, railroad relocation, warehouse foundations; Savanna Ordnance Depot - Three miles of access road, roads inside the Reservation and fencing; Elwood Ordnance Works - Ten miles of access roads; Camp Logan - Shore protection for rifle range, and roads; Great Lakes Naval Training Station - Parking areas, roads and walks repairs, sewer and water system rehabilitation; Fort Sheridan - Roads and bridges, remodeling officers' quarters, remodeling barracks, new garages and warehouses; Navy Pier, Chicago - Building rehabilitation, underpinning, new drives and walks; Naval Armory, Chicago - New sick bay, remodeling old building, new sewage disposal plant; Chanute Field - New pavements and walks, sewer system and water main extensions; Chicago Airport - Runway paving, lighting installations, drainage extensions; Peoria Airport - Complete new airport with concrete runways; Scott Field - Taxi strips and runways, drainage extensions, roads and walks, swimming pool, warehouse, field grading. In addition, access roads were constructed for the Buick Engine works at Melrose Park, the Acme Steel Company at Riverdale, the U. S. Corps of Engineers Depot at Granite City, the Twin Engine Bomber School at George Field near Lawrenceville.

Prior to the establishment of the Certified Defense projects, the WPA in Illinois had operated many projects at the Army Posts and Naval Stations in the state, particularly at the Savanna Ordnance Depot, Rock Island Arsenal, Camp Grant, Camp Logan, Great Lakes, Fort Sheridan, Navy Pier, Naval Armory, Chanute Field, Scott Field. At all of these locations a large number of workers was employed and many of the facilities now so urgently required by the Armed Forces were constructed by WPA far in advance of the date on which the nation embarked on its organized defense program.

## Improvement in Type and Quality of Work

The quality of work performed increased in proportion to the improvement in the type of work. In the early operation of the program, it was necessary in some localities to seriously overload operating projects in order to provide employment. This led to poor workmanship, as well as low efficiency. The interest of the worker under such conditions was extremely low. As better projects were developed, the interest of the worker increased and efficiency and workmanship also increased, as the workers took pride in their accomplishments. Improvement in efficiency and workmanship was also assisted by the use of more mechanical equipment to perform operations previously accomplished by hand methods. Construction equipment was for the most part rented from either Federal funds or by the project sponsors. Very little construction equipment was Federally purchased, except air compressors and trucks.

## Operation of Federally Owned Equipment

In general, it can be stated that the use of Federally owned trucks and other pieces of minor construction equipment was successful. There was, however, a considerable loss in operating efficiency, due to the difficulty of keeping equipment in repair. The equipment would necessarily operate throughout the State, but repair shops, with qualified mechanics, could be operated only in a few locations in the State. Inexperienced operators would frequently cause serious damage to the equipment, and if equipment was not in proper adjustment, it frequently was permitted to operate when it should have been sent into the shops for repair. It required constant checking by traveling equipment inspectors to keep the Federally owned equipment in proper repair. The advantage of Federal ownership of equipment was in the flexibility of use in moving the equipment from one project to another as the need for such equipment arose. Such movement eliminated the lengthy, cumbersome method required for the rental of equipment from Federal funds.

## DIVISION OF SERVICE PROJECTS

### General

Since this Division was given responsibility for the employment of all women, skilled and unskilled, and both men and women of clerical and professional skills, the projects developed were many and varied.

At the inception of the WPA program, there were scattered here and there throughout the state a number of women's work relief projects which had operated under the Illinois Emergency Relief Commission. The majority of these were sewing, renovation and institutional assistance projects, employing for the most part unskilled women. Because these projects were easy of expansion, it was logical that they should be among the first to be organized as service projects under WPA. In the early months of the program hundreds of women were assigned to numerous sewing projects, utilizing the old treadle sewing machines of the relief administration and adopting the styles and patterns of the "relief" clothing programs. Other women workers were placed in public institutions and hospitals, supplementing the services of the paid staff by serving as attendants, laundresses, kitchen helpers, and matrons. These general service programs



were easily set up at all points in the state where there were heavy concentrations of certified unskilled women. The need for speed in making assignments precluded the possibility of carefully worked-out plans or the establishment of uniform standards. For the most part, the needs and desires of the sponsors dictated the type and style of clothing produced or service rendered; supervision was uneven, much of it given by sponsors; training of workers was haphazard; and standard equipment was lacking.

### Development of Program

However, early in 1936 the pattern of a work program for employing thousands of women began to take shape. More definite directives were formulated and uniform standards of operation began slowly to emerge. Qualified supervision was employed, modern equipment was secured, definite rates and standards of production were established, and training of project workers was initiated. Later, as our workers demonstrated their ability and our services proved their worth in the community, more highly skilled welfare services were inaugurated by the Service Division. Among these were the State-wide Program for Vision and Hearing Testing of school children, the School Lunch program, the Special Dietary Project for state hospitals and institutions, the operation of two Tuberculosis Sanatoria, a convalescent home and several Venereal Disease Clinics. New techniques were developed for the old established projects, such as Housekeeping Aide Clinics; modern industrial machinery was introduced into Sewing, Mattress Making, Furniture Repair, and Canning and Gardening Projects. Commercial standards of operation and production were achieved and the efficiency of the workers compared favorably with that of private industry.

### White Collar Workers

Although unskilled women comprised the largest group to be employed by the Service Division, the early labor inventories in 1936 revealed a heavy percentage of men and women of general clerical skills available for employment. Job opportunities to employ these skills were not so readily apparent. The greatest resource was municipal and county offices. Sponsorship was secured and projects developed to provide supplementary service to every department of local government. With hundreds of extra workers available to them, public officials were quick to take advantage of the situation and in many locations inaugurated a major campaign of general housecleaning of their records, reports and files. Simple transcribing, refiling, and rearranging of cards and records were the first services to be operated. They called for little real skill beyond the ability to read and write, but filled a tangible need of the sponsoring agencies. Satisfaction with the work accomplished, and confidence in the ability and character of the WPA workers as demonstrated in this class of projects, proved an entering wedge for record programs of a higher type. Analysis of assessment records and tax data, and real property inventories were the second phase of the Record and Survey program. The growing efficiency of workers in these activities led to experimentation in the use of this group for the more technical work of traffic surveys, census studies, and research in health, agriculture, and social science. Training of project workers was rapid in this type of project and the improvement in work skills and in project operation and organization kept pace with the increasing demands of public officials and educational agencies for assistance in more and more highly technical research projects.



## Professional Programs

A third group of unemployed for whom the Division of Service Projects was responsible was the professional and technical workers. Among these were doctors, dentists, nurses, teachers, librarians, lawyers, laboratory technicians, and many others. With the growing confidence of the public in the general WPA program, an increasing number of requests was received for types of services which required one or more of these professional and technical skills.

Where labor was available to meet community needs, professional projects were placed in operation. Recreation and adult education programs were among the first of this group to get under way. Later, nursery schools and rural library centers were developed. Early planning in these fields sometimes failed to make full appraisal of the needs of the community and some public misunderstanding resulted. Assignments of large numbers of workers were made before detailed plans for their training had materialized. However, the pressure upon supervisors to produce an adequate program on a professional level compelled them to utilize every possible skill of the workers. As the program grew in size and experience was gained, the demands for these public programs became greater. To secure better coordination of activities and achieve economy of supervision, the many small local programs were consolidated into county-wide, and later district-wide, projects. Every available source of qualified supervision was tapped. Professional organizations, colleges and universities were drawn upon for advice and direction. Leadership and teacher-training programs were initiated. The Recreation project opened a Summer Training Camp for project workers and a year-round training school for supervisors and leaders. Where the early programs emphasized athletics and special events, with only a minimum of public participation, later programs made great progress in developing social recreation and in introducing activities for special age groups based upon study and observation of their needs.

In the field of Adult Education, great strides were made toward fitting the program to the needs of the adult pupils. Old formalized educational patterns were discarded for modern informal student-participation and group-participation methods. Work centers were established for informal teacher-training which set new patterns for techniques in the training of adults. Nursery schools, though established for the children of low-income groups, advanced the cause of progressive education by many years. Among other achievements, the nursery school program introduced the concept of educational care for the pre-school age child into the average homes of the average community. It will no longer be considered as the prerogative of the privileged few or a luxury reserved for the wealthy.

Library and music programs rendered direct services to large groups of people who previously had little or no access to books or music. The standards of operation were on the highest professional level, and constant training and emphasis on standards brought personal achievement to the workers and much public acclaim for the programs. Other professional projects such as Art, Museum, and Writers served specialized groups of workers and appealed to limited groups in the community. Nevertheless, they made major contributions in their own programs and brought wider appreciation for the fields which they represented.

## Types of Projects Operated

Projects in the Division of Service Projects covered all activities represented by the skills of the available workers. After a short period of experimentation with thousands of small local programs, it was found that the projects grouped themselves naturally into three major fields. State-wide projects were then developed, and administrative and project organization patterns were established for their direction and operation. The programs which were most highly developed and most widely spread throughout the state were as follows:

### 1. Welfare Services

#### a. Production

(1) Sewing

(2) Furniture and Shoe Repair

#### b. Health Services

(1) General assistance to public hospitals, clinics and sanatoria

(2) Assistance to schools and municipal health departments

(3) Complete operation by WPA of two Tuberculosis sanatoria, a Convalescent Home, and Venereal Disease Clinics

(4) Vision and Hearing testing program

#### c. School Lunch

#### d. Housekeeping Aide Service

#### e. Child Protection Program

### 2. Research and Record Projects

#### a. Refiling and retranscribing of public records

#### b. Surveys

(1) Traffic, Land Use, Property Inventory and Tax Records

(2) Sociological Studies: Recreation, Cost of Living, Economic History, and Juvenile Delinquency

#### c. University Research: Chemistry, Agriculture, Biology and Electronics

- d. Health Studies: Tuberculosis - Dental - Nutrition
- e. Historical Records Survey
- 3. The Cultural Projects
  - a. Adult Education
  - b. Recreation
  - c. Library Service
  - d. Music
  - e. Art, Craft and Museum
  - f. Writers'
  - g. Workers' Service

#### Redirection to War Effort

Early in 1941, with the growing demands of the national defense program, the activities in the Service Division were redirected to provide more intensive service to the Army and the Navy, local Civilian Defense Offices, the OPA and other War agencies. To expedite these activities three nation-wide Certified Defense Projects were placed in operation, - the Certified Research and Records Project, the Venereal Disease Control Program, and the National Defense Recreation Project. Under the special conditions of operation permitted Certified Defense Projects (later Certified War Projects), hours of work were extended beyond the usual 130 hours per month and a greater percentage of non-certified workers was authorized. This permitted the employment of an increased number of professional workers such as doctors, nurses, technicians, recreation leaders and research workers, and made it possible to give far greater service in the emergency than could have been rendered under the general regulations.

#### a. Certified Research and Records Project

Under the broad provisions of the Certified Research and Records Project, a series of rapid surveys was made for war agencies which were in need of basic data pertinent to the War effort. Among these were the Nation-wide Truck and Bus Survey for the Office of Defense Transportation, the inventory of Army Reserve Officers, Dextigraphing of Naturalization Records for the Department of Justice, and the clearance and revision of Birth Indices in areas heavily engaged in the War effort. Under a separate phase of this program, the Army Mapping Project established three units for the production of aerial charts, and topographical and maneuver maps. These maps were for the immediate use of the armed forces and with the outbreak of war became of vital importance as technical aids in reconnaissance flights and other military operations. This project attained such a high standard of operation that it was awarded the Army-Navy "E" award on January 5, 1943. At the close of the program this entire project was taken over by the War Department.

b. Nation-wide Venereal Disease Control Program

The Certified Venereal Disease Control Program provided for the expansion of the services of the former WPA Project which had been assisting the Chicago Board of Health. Under the liberalized rulings permitting longer hours of work and the employment of a higher ratio of non-certified technical supervisors, this project was enabled to give major assistance in the examination of thousands of selectees, and to cooperate with the Army and Navy in an intensive program of case-finding. With the withdrawal of WPA workers, Federal funds under the Lanham Act were made available to continue this essential health service.

c. Nation-wide Defense Recreation

The Certified Defense Recreation Project was established to provide direct recreational services to Service Men's Centers, military posts and industrial defense workers. With the decreased number of skilled workers available for assignment during this period, it became necessary to take advantage of the liberalized policy regarding non-certified workers. Although the professional recreation field had been seriously depleted by calls from the Red Cross, it was possible to organize and operate twenty-eight centers for Service Men throughout the State and to assist the Special Services Officers at ten military and naval posts. This program did much to fill the heightened recreational needs of this critical period until the military authorities and civilian war agencies could organize their own programs.

d. Visual Aid Services to the Army and Navy

The Art Program was among the first to redirect its activities to the War effort. In fact, a complete conversion took place in every department of the former Art, Craft and Museum Project. All work for civilian agencies, and all activities in the Creative Arts, such as easel painting and sculpture, were discontinued. The efforts of the entire project were directed toward designing and producing graphic training aids for the Army and Navy. These included charts of airplane and torpedo parts, wood and plastic models of all types of equipment used in Army and Navy maneuvers, three dimensional panels for use in the training of radio operators, and many charts and models of a confident nature. When war was declared, this program was accelerated to keep pace with the rapidly developing military training program. The requests for these services were greater than could be met with the steadily declining available labor file. However, the importance of these training devices to the war effort was fully recognized by the War and Navy Departments, and a number of Ordnance Depots and military and naval posts in Illinois established their own Visual Aid units, in some cases employing former WPA technicians to direct and supervise them.

Community Benefits

WPA services penetrated to every level of the social structure, serving the needy, the sick, school and government officials, and the music lover and art connoisseur. Vital records of births and deaths, citizenship and education, transfers of property, tax accounts and assessment files, police and fire



records, health statistics, water, electric and sanitary systems were retranscribed and refiled, modernized and made more accessible to the public. Millions of records vital to the orderly processes of democratic institutions were uncovered in the vaults, storage basements and filing rooms of public buildings where they had lain neglected for years because of lack of skill or lack of interest of each succeeding generation of public officials. By utilizing the idle man-power of thousands of white collar workers, efficient and up to date filing systems were established and public records brought into such orderly condition that when pre-war and war conditions made unparalleled demands on these records, government bureaus and departments were enabled to meet them with little or no loss of time and a minimum of confusion. If no other type of service was rendered by unemployed workers, this alone would have justified the vast expenditure of public funds and fully demonstrated the value of giving useful public work to the unemployed. This contribution to public administration was accomplished by the employment of only ten to twenty-five per cent of our certified workers.

An outstanding example of the value of the Research Program is reflected in the accomplishments of the Chicago Land Use Survey. This project made a field inspection and recorded detailed information on every parcel of land in the city. The final report, compiled in a volume of 500 pages, entitled "Residential Chicago," was printed by the Chicago Planning Commission in August 1942. It has been recognized as the most comprehensive and authoritative record of city property ever compiled. It makes available to the people of Chicago vital information which will be of help currently in the war effort, and of tremendous benefit in planning for the post-war period. Even now it is of major assistance in determining the proposed location of war plants. After the war, when the city must face the task of restoring blighted areas of valuable land, the data secured by the survey will form the basis of plans for parks, recreation facilities, public buildings, and for the re-zoning of residential and commercial areas.

The highest percentage of employment in the Service Division was in the Welfare Program, where the Sewing Projects alone at the 1939 peak employed over 8,000 unskilled women, the School Lunch 4,666, Housekeeping Aide 5,593, and Health Services over 3,000. These workers produced over 35,000,000 articles of clothing in seven years, prepared and served 25,608,178 meals to school children between September 1939 and January 1943, gave service in the homes of 302,519 needy families where the mother or homemaker was temporarily ill or incapacitated, and thousands of days of service to hospitals and clinics during the darkest years of the depression. What these services have meant in improved health and nutrition for thousands of children and adults in one state alone, only the future can tell. The drab "relief" clothing of the early depression gave place to new styles and color designs, illness and discouragement were alleviated by timely help in home and hospital, gains in weight, in mental alertness and in stamina among the thousands of children served by the School Lunch Program are beyond calculation, and fear was lifted from the hearts of thousands of workers who, for the first time in many years, were back on a job. The following paragraph is quoted from a report of the County Supervisor of a small Housekeeping Aide Project in Southern Illinois:

"Be it said to the glory of WPA that altho the women reported for work so 'beat into the earth' - dirty, ragged, hungry - seemingly without hope - it wasn't long before they had clothes, shoes, went

clean, began to show the effects of better food and more of it and walked with their heads up - looking the world in the face - unafraid once more. I think that was the most miraculous thing I have ever seen. And I have since noticed that when a worker has been 403'd (released from a project) many of them begin to retrograde, week by week they seem more careless of their appearance. But as soon as they go back to work, they perk right up again. To know that you can pay your own way is certainly a great morale builder."

One of the outstanding contributions which the Service Division made to community health, welfare and morale was the part it played during the Ohio River Flood of 1937. Here the Service Division worked hand in hand with the Division of Engineering and Construction to alleviate human suffering, minimize the physical affects of the disaster and to restore living conditions to normal. Workers in the sewing rooms, commodity depots, and in work shops throughout the State made, assembled, bundled and shipped large quantities of sandbags, used by construction workers on levee protection, as well as clothing, food and medical supplies. All available women from the Housekeeping Aide and Sewing Projects in and near the stricken area were mobilized for service in the refugee camps, and in cooperation with the Illinois Emergency Relief Commission, the American Red Cross, the Local and State Departments of Health, performed any service required in the emergency. They organized and operated canteen units and soup kitchens. At the local sewing projects thousands of garments, sheets and towels were made for immediate distribution. Buildings were cleaned for use as emergency hospitals, and WPA workers in the capacity of nurses' aides and attendants assisted in giving emergency health services of all kinds. After the flood waters receded these workers went into hundreds of homes and cleaned and renovated both the buildings and the furniture. They assisted in the herculean task of rehabilitating public buildings and schools. They cared for the children, and for the sick, and were of major assistance in reestablishment of family and community life.

In the Public Activities or Cultural Program services rendered were for the benefit of the general public. Although the primary objective of these projects was to make educational and recreational services of various types more directly available to the underprivileged, there could be no separation of economic levels in educational classes, in the libraries, recreation centers, or at concerts or art exhibits. Such activities were open to the entire community, and it was not long before all groups and classes were participating. The task of organizing these services on a State-wide basis, of inducting and training thousands of semi-skilled and skilled workers for placement in positions and activities never before experienced by most of them, and of interpretation and education of the communities in the value of these leisure time activities was enormous. The significant contribution of these services, over and above the direct enrichment of the life of the people, was the unity of the community life which developed out of and around these activities.

These things were not, however, accomplished without making some errors. Over-all community programs of such size and scope had never before been launched by any agency - state or national. There was not sufficient technically trained personnel available from colleges and professional schools to staff the thousands of locations where certified workers were placed. Much of the supervision was trained "on the job." The trial and error method was bound to bring

mistakes and public criticism. However, the staff profited from its mistakes and public criticism was healthful, as it pointed up weaknesses. By the end of two years an organizational pattern for these services was developed which stood the test of repeated quota adjustments and constant community analysis.

The final test of the soundness of the program has been made. The services developed to improve the standards of health and nutrition for the underprivileged and low income groups, and those designed to enrich the life of the community have so firmly demonstrated their worth that now, at the close of this social experiment, with techniques perfected and organization streamlined, the majority of WPA activities are being continued as permanent services in the communities. Out of 509 schools with WPA operated lunch programs, 410 are continuing, with a considerable number of former WPA cooks and supervisors placed on the sponsors' pay roll. Under a plan of state-wide supervision and assistance from the Illinois State Library, all but 5 of 92 War Information Centers are operating as the nucleus for permanent tax-supported libraries in rural communities which prior to the advent of WPA had no library service of any kind. About half of the former WPA Gardening and Canning units will operate under local community leadership. In some cases, the County Boards of Commissioners have already raised the necessary eight or ten thousand dollars to guarantee the financial soundness of this food preservation program.

One of the Visual Aids units is being taken over by the Army Air Corps, another by the Ninth Naval Command, and two by State Departments. Seven of our House-keeping Aide Units will continue operations under the former sponsors. Forty-nine communities will continue the WPA Recreation programs which were unknown and unheard of before 1936.

Thousands of former WPA workers, taken from relief rolls, their self-respect restored and trained in new skills, will find their own way into these new and expanding public services. Their own enthusiasm and the demand for their services, which is slowly but steadily rising from every town and village that has had some experience with one or more of the WPA programs, constitute factors of great social significance. The tremendous advance in technological improvement which has come from the War need precludes the possibility of the orderly absorption into civilian industry of all the millions of workers eventually to be released from the War effort. Therefore, it is necessary to look to the ever expanding fields of public service to provide the channels of employment for countless numbers of men and women in the post-War period. This will constitute the most important and most readily accessible reserve of job opportunities in the critical period of adjustment which lies ahead.

The organizational patterns and the tried and tested plans of operation are not stored away in the archives. These are present today in the civic consciousness of the community. The sponsoring groups, advisory committees, public officials and the workers themselves, have the collective experience which will provide the blueprints for the future reservoir of public service work programs.



## MAJOR PROBLEMS AND CONCLUSIONS

ADMINISTRATION

Much of the success of administration of the WPA program in Illinois resulted from the fact that personnel, particularly in key positions, was made up of persons of considerable experience in private business and who had served in the relief and work relief programs preceding the WPA. This experience was particularly important during the early stages of the program, in that key personnel had knowledge of the proper course to pursue during the formative days when detailed instructions on matters of policy and procedure could not keep pace with the rapid expansion of employment and operating programs.

The earlier organization structure was broken down into far too many sections and units, resulting in an excessive number of supervisors, duplication of functions, and lack of good administrative control. Later, a uniform and simplified national organization structure was established. This plan of organization, which provided for a minimum number of divisions, sections and units and heads of each, did much to simplify and improve administration of the program.

Since Illinois was one of the larger states in terms of WPA employment and of large area, decentralization of administration to districts proved a sound plan of operation. Project sponsors and workers themselves needed the close contact with persons of authority in the district offices in order that their needs could be served without the delays which would have occurred had it been necessary that they contact only a State Office remote from their communities.

It was not only proper but necessary that the public have a good understanding of the objectives and accomplishments of WPA in order that the program could operate smoothly. Therefore, the maintenance of good public relations played an important part in the operation of the program. While the release of information concerning objectives and program operations to the public through the press played an important part, the best avenue for developing and maintaining good public relations was good performance of project operations and personal contacts of administrative and project supervisory employees with the general public and project sponsors. Press releases on matters of local interest were generally given better reception than those of state-wide character.

While the WPA never was given a Civil Service status, its methods of selecting personnel were similar to the Civil Service process in that prospective employees were given appropriate interviews and examinations, and education and experience records were verified before the persons were made available for appointment. These checks and balances in a large measure assured the appointment of personnel qualified to perform specific tasks.

Although the matter of making administrative salary adjustments was generally handled with good judgment and under close control, it did not follow a recognized plan of progressive salary adjustment. It is believed that oper-



ation of a plan of progressive salary adjustment, supported by a system of rating or service reports, would have improved morale among employees and, consequently, resulted in higher administrative efficiency.

While in-service training did take place as a by-product of administration and supervision, only in the project phase of the Division of Service Projects was there a definite planned in-service training program. An in-service training program for personnel at all levels should have been started early in the program in order to bring out the best qualities of workers and develop supervisory, technical, and skilled capacities.

The Safety Program played an important part in minimizing human suffering and loss of lives and property, and assisted materially in effecting the efficient use of labor. The early practice of assigning project safety inspectors who were not adequately trained for the job proved to be in error. Subsequently, the safety organization was reduced in number, and inspection, education, and promotion of safety practices was placed in the hands of only well qualified safety engineers. At the same time, safe operation of projects was emphasized as the responsibility of every person charged with supervision of work. Steady improvement in the Safety Program resulted, and in the latter years the safety record of the Illinois WPA in terms of lost-time injuries and deaths compared favorably with other states of equal size operating similar programs.

Inspection of project operations was a major function in the administration of the program. Experience proved that inspections in which the approach was that of reporting conditions and effecting subsequent administrative action from higher levels in the organization did not bring the best results. The results of inspections made by administrative personnel, State and District Supervisors, and technicians were beneficial where the approach of the inspector was that of an advisor who made helpful criticisms and suggestions at the district level and wrote his report as a confirmation of the conditions found and the action taken.

## PLANNING

While there were a few locations in the state where public works planning had been done, such as for the Outer Drive in Chicago and for the lateral and trunk line sewer system of the City of Chicago, in general planning in neither preliminary nor detail form was in readiness when the emergency of the depression years was imminent. Therefore, a sufficient number of sound projects to which the thousands of unemployed could be quickly assigned were not available. This, of course, was to be expected, since there had been no parallel unemployment situation in the history of the nation.

The initial objective of the program was to put large numbers of people to work quickly. As a result, many so-called "made work" projects had to be developed and many projects of sound character were overloaded with workers in order to accomplish the objective. Efficiency dropped to a low level on these projects, as it was impossible to maintain the workers' interest in the job. Consequently, public criticism arose because of the low type of work being performed, the inefficiency of workers, and the overloaded condition of projects. Later when it had been demonstrated to sponsors that the people employed by WPA were essentially no different than those employed in

private industry and that with proper supervision and adequate materials and equipment good work could be accomplished, a new interest was shown and sponsors began to conceive broad as well as detailed plans for new work. Although we continued to have difficulty in securing satisfactory detail plans for some construction work, control was effected by providing an engineering review unit which carefully reviewed all plans and work was not authorized to start until plans had been approved.

Similar lack of planning was felt in the early program of the Service Division, since there was no substantial precedent for the many kinds of work it was to perform and the methods under which it was to operate. Therefore, the initial expedient was to operate projects mainly in the fields of making clothing and other items for distribution to the needy, renovation work, cleaning of public buildings, etc., largely requiring the use of unskilled labor. Gradually community interest was developed and community committees began to participate in the planning of activities and programs. In addition, persons at the several levels of WPA administration - Central, Regional, State, and District Offices - furnished technical assistance and advanced new ideas and techniques in planning. The result of this combined effort was the initiation and operation of improved projects in the fields of Health and Welfare, Education, Recreation, Music, Arts, Research and Records, utilizing almost every kind of occupational skill available. It is significant that the most stable programs, and those which apparently became most deeply rooted, were those which drew the local communities into active participation in the early planning of programs and projects.

#### FINANCE

The Division of Finance carried a major part in the successful operation of the program. When consideration is given to the work involved in accounting for time and payment of wages for a labor force that at one time reached 257,000 and the record keeping and accounts necessary to the operation of several thousand projects, a tremendous task was accomplished. It had to operate in the beginning, particularly at the project site, with largely untrained personnel, and was under constant pressure to meet deadlines in the preparation of time reports, pay rolls, and reports. It was confronted with many difficult tasks but none which were insurmountable.

Time reports were prepared on a project basis. In counties where several projects were operated, there was a duplication of timekeeping services and many separate time reports. The function of timekeeping and preparation of time reports on a county or area basis, with appropriate distribution of charges, would have simplified the job and resulted in reduced cost of such services.

#### EMPLOYMENT

The lack of sufficient occupational information concerning the people certified for WPA employment was a definite handicap to good placement of workers and efficient operation, particularly in the early days of the program. Only scanty information concerning education, vocational experience, aptitudes and physical condition was obtained from the certifying agency and recorded in the files of the WPA. As a result, workers were frequently placed in jobs for which they were not best fitted - the availability of all of the skills of a worker were not known and persons with undisclosed

physical handicaps were assigned to work beyond their capacity. With the inauguration of the training program, occupational interviews were given to all workers and vocational information was obtained which made possible more accurate assignments to WPA work and served as a source of information for placement of workers in training classes and for referral to jobs in private industry. This procedure should have been followed from the beginning of the program. Also, in order to safeguard the physical standards of workers, the services of competent examining physicians should have been furnished by the WPA, either as members of its staff or under contract arrangement.

Eligible workers were referred to the WPA by local relief agencies. The referral of needy unemployed persons by the local relief authorities; the review, approval and certification by the certifying agency; and the final review and acceptance by the WPA - all provided checks and balances in determination of need, but the total administrative cost of such a process in the several agencies was far out of proportion to the results obtained. In the final analysis, the WPA made the determination of acceptance or rejection of certification and in many cases where doubt arose it was necessary to duplicate the reviews of the other agencies. Administration of the intake process would have been greatly simplified, the workers themselves would have been better served, and less administrative cost would have been involved if application for employment had been direct to the WPA in the first instance.

WPA workers were paid a monthly "security wage." For a period, from July 1936 to July 1939, it was required that hourly rates of pay for persons engaged upon projects should be not less than the prevailing rates of pay for work of a similar nature in the same locality. Since there was at the same time a maximum monthly wage, there was considerable variation in the actual number of hours worked by the respective skills. Under this arrangement, the higher classes of skilled labor received higher hourly rates of pay and worked fewer hours than unskilled labor, whereas to successfully operate construction projects all skills should have worked the same number of hours. It was extremely difficult, under these conditions, to secure enough work hours from skilled labor to properly support the greater number of hours of available unskilled labor. This scheme of paying wages made it necessary to establish complicated operating schedules and created many operating problems. Subsequently, the prevailing hourly rate of pay was eliminated, the monthly wage was retained, and the hours of work were established, with few exceptions, at 130 hours per month. Uniform hours of work simplified scheduling of work and eliminated many of the complications of the former scheme. It is a fact, however, that organized labor groups supported the plan involving payment of prevailing hourly wages, and it is possible that many labor difficulties would have arisen at the time prevailing hourly wages were abolished had it not come when private employment was on the upgrade.

## COMMUNITY RELATIONS

When the WPA program was first started, many communities labored under the misconception that it was to be a purely Federal program and thought of it only as a means of providing some sort of employment for persons in need, whereas it was designed to operate as a partnership between the local and Federal government in the construction of useful public works and the performance of useful public services. Project proposals were to be developed from plans conceived and perfected by local sponsors to employ needy persons in their own community, and sponsors were to share in the cost and supervi-



sion of each undertaking. In the beginning, even WPA representatives themselves, in their enthusiasm to secure projects on which to put great numbers of people to work, frequently lost sight of the need to develop proper community relations and made or joined in making arbitrary plans for work without giving full consideration to the needs of the community, its interests and resources. As a better conception of the objectives of the program developed, there grew a closer relationship between the local community and the WPA. While it was not infrequent that representatives of the WPA sat in on meetings of local committees and public officials, and offered suggestions that certain types of work be undertaken, every effort was made to have people of the community take the lead in making its plans. Finally, decisions as to what work was to be undertaken were joint decisions of the local interested groups and sponsors and the WPA. The best community relations existed where the participation of the community and the sponsor was the greatest, where representatives of the WPA exerted the greatest effort to be helpful, and where good work was accomplished.

#### FACILITIES AND EQUIPMENT

To secure the necessary facilities and equipment needed to administer and operate projects in Illinois, on which employment at one time reached 257,000 persons, was a major job in itself. When the program started a considerable amount of property from the former program of the Illinois Emergency Relief Commission became available for use on WPA projects. However, it soon had to be augmented and heavy purchases of materials, implements and equipment were necessary. All purchasing was done by the Procurement Division of the U. S. Treasury Department upon requisitions initiated by the WPA. However, it is to be noted that the Field Supply Supervisors of WPA were designated by the Procurement Division as Procurement Representatives, and were authorized to make and were liable for Emergency Purchases limited in each case to expenditure of not more than \$299.99. While there were many advantages to the arrangement of having purchasing done by a separate agency, the involved procedure generally required from three to six weeks from the time a requisition started on its way until delivery of property was accomplished. The time consumed in making purchases and the uncertainty concerning time of delivery were a source of considerable difficulty, particularly in the operation of construction projects. The problem was somewhat relieved with the establishment of the Supply Fund in the WPA, a revolving fund under which it was possible to stock in warehouses a certain amount of implements and equipment needed for the day by day operation of projects and to take into inventory and deliver surplus materials, supplies and implements to other projects. It is believed that more expeditious purchasing and, consequently, the maintenance of better operating schedules would have been possible if the WPA had been permitted to do its own purchasing.

Experience has proved the need for standard cataloging of all property and identification on non-expendable property by application of serial numbers, and that great care should be taken in the maintenance of inventories to clearly identify property with complete descriptions, sizes, etc.

#### TRAINING AND REEMPLOYMENT

The results of the Training and Reemployment program were a source of great satisfaction. Through it old skills were restored and new skills



were created, thousands of persons were assisted in securing employment in private industry at a time when they were especially needed in the war effort and at wages far greater than they ever received while employed on WPA. While activities in the field of training and reemployment were given special emphasis beginning in 1940, it is obvious now that they should have been started with the inception of WPA. Such a program would have strengthened the morale of workers even though, initially, placement opportunities might have been limited, and would have made possible the earlier placement of workers when improved economic conditions were at hand.

In some locations the United States Employment Service was the sole agency determining the need for training of certain skills; however, in others, schools were set up and operated courses at their own discretion with perfunctory approval of the Employment Service. Throughout the Vocational Training program there was an obvious need for a more clear cut policy with reference to determining the need for any particular training course, and also for the length of training required to prepare trainees for employment in industry.

The In-Plant Training program was more successful in the Chicago area than in downstate areas because of the greater number of plants having defense and war contracts, a more plentiful supply of trainees with basic qualifications, and the absence of transportation problems. In a few instances opposition to the program was voiced by union labor because of a fear that it would conflict with established apprentice training programs controlled by the unions. In other cases, plants were unwilling to participate because of anticipated difficulties with unions, lack of facilities for trainees, or where an insufficient number of instructors was available. The over-all reception accorded the In-Plant Training program was excellent; the basic idea was sound and offered a means whereby government and private industry could cooperate in providing increased manpower.

The project for training Airport Servicemen was a problem from its beginning. Most airports which had facilities for utilizing trainees were inaccessible to trainees; the specifications for trainees were difficult to meet, young men were wanted; opportunities for placement were scattered over wide areas, and very low rates of pay were offered. In some instances, unskilled laborers having had no training were being paid more than was offered to Airport Servicemen after training. While the objectives of the program were sound, its operation, for the reasons mentioned, was not successful in Illinois.

#### OPERATING PROGRAMS

The factors which led to successful project operations were carefully considered planning in terms of community needs and, for the projects themselves, adequate materials and equipment and well qualified supervision. Where the combined resources of the WPA and the sponsor fulfilled these requirements, the result was a successful project. These elements of good operation were not always present, particularly at the beginning of the program, and there were some failures. However, one of the greatest sources of satisfaction, aside from the employment provided and the work accomplished, was the knowledge that improvements were progressively made from the beginning to the end of the program. The WPA and sponsors alike profited by mistakes, planning was bettered, sponsors' interest and participation increased,

materials and equipment were made available in more adequate quantities, supervision improved, and the workers themselves - with more experience and observation of accomplishments - put forth greater and more efficient effort. Administrative employees, project supervisors, project workers and communities took deep pride in their accomplishments.

With respect to projects of the Division of Engineering and Construction, it is of interest to note that, while the people who were close enough to them to know the value of such projects as street improvements, "farm to market" roads, public utilities, and recreational facilities fully appreciated such projects, the general public as well as project workers seemed to appreciate most the above-ground structures such as schools and other public buildings - something that afforded a more visual picture of accomplishment.

The projects of the Division of Service Projects which were most appreciated by the greatest number of people were School Lunch, Housekeeping Aide, Adult Education, and Recreation. Undoubtedly the reason was that these types of services were already familiar to people on a smaller scale and touched so closely the fundamental needs of so many. In the fields of Art, Music, Writing, Research and Records, many advances were made and much good was done; and while these programs were appreciated just as much by the people they reached, a smaller number of people was served in fewer localities.

The most difficult problem that confronted the Division of Engineering and Construction in the early stages of operation was the uncertainty of the number of workers to be employed. Since the WPA program was designed primarily to employ unemployed needy persons, employment quota was allocated to the states in as close relation as possible to their needs as reflected by indices of unemployment and unmet need. Because of changing conditions, it was not unusual to experience considerable variation in employment quota over relatively short periods of time, often from one month to the next. These changes, often coming with little advance notice, made program planning a difficult and rather hazardous undertaking.

The program of the Construction Division included a large number of high type projects on which WPA expended considerably more non-labor money than the average limitation established by law. Consequently, in order to operate within the average total limitation, it was necessary to establish a program of project operations for the entire state and in this program to offset the projects of high non-labor cost with a sufficient number of projects of low non-labor cost. When the employment quota was reduced to any great extent below that planned in the program of project operations, the entire plan was thrown out of balance. A proportionate number of workers could not be removed from each operating project for obvious reasons; projects such as building construction, street paving, etc., required continued employment of the planned number of workers for efficient operation. Also, it was not feasible to make up the entire quota reduction by removing workers from the lower types of projects, as such projects generally required less than the average in non-labor funds and to do so would upset the planned average expenditure of non-labor funds. It therefore became necessary to do considerable shifting of labor in order to insure satisfactory completion of certain projects and to reallocate sufficient non-labor funds to the higher type projects to keep them operating efficiently. This difficulty was largely overcome in the last several years of operation

when the Central Office established in advance approximate employment quotas on a six-months' basis. It then became possible to forecast a program of project operations for a period of six months at a time and to adhere reasonably close to the established program, with some exceptions which arose because of decline in the amount of labor in individual areas or a decline in certain types of labor on certain projects.

One of the major problems of the Division of Engineering and Construction was the uncertainty of having sufficient labor of the right kind to do a particular job. This problem was overcome in part by taking a careful inventory of available skills in a given locality before starting a new operation, by training unskilled labor to perform certain skilled operations, and by requiring sponsors to furnish all skilled labor not available to the WPA. Frequently, however, a project would start with a crew having the proper balance between skilled and unskilled labor, and private employment opportunities would cause the withdrawal of skilled labor to the extent that progress was severely curtailed. Sewer and water supply, secondary or "farm to market" roads, and park improvements required a lower ratio of skilled to unskilled labor; they were best suited to the employment of WPA labor in the Engineering and Construction Division in most localities.

A similar problem existed in the operation of projects of the Division of Service Projects, since in practically all localities except Chicago it was difficult to secure from the certified rolls sufficient technically qualified workers to supervise and augment the services of unskilled workers. Insofar as practicable, projects were developed to employ the types of skills available and the shortage of technical employees was met in three ways; one, by employing a certain percentage of non-certified technicians; two, by breaking down some of the technical operations in such a manner that they could be performed by unskilled workers, and three, by in-service training. With the rise in private employment opportunities the problem again became apparent, as the technical and skilled workers were among the first to voluntarily leave the program.

Another major problem of the Division of Service Projects in the early part of the program was that of establishing and maintaining uniform technical standards of project operation throughout the state. This condition could largely be attributed to the fact that the Division operated a large number of relatively small projects of many types and it was not possible to secure sufficient personnel qualified to supervise the technical aspects of each. There was also some difficulty in securing a sufficient number of district supervisors who were technically qualified to supervise all phases of the program. Later this problem was overcome in a large measure by consolidating projects of a similar nature into large state-wide projects. These projects were then broken down into similar projects for each district. At the State Office level of the projects it was possible to assign well-qualified technical consultants for each phase of operation who assisted the districts with respect to technical methods applicable to their projects. Thus it became possible to spread the services of a relatively small but well qualified technical staff over a wide area. Since each member of this staff was a specialist in some phase of the state-wide project, his experience and advice was applied uniformly throughout the state to problems of a similar character. This approach to the problem did much to improve the quality and efficiency of the program.

# # # #



Employment provided by the WPA assisted in a large measure in meeting the unemployment problem of the depression years. Aside from the human benefits to workers themselves, this source of employment eased the local tax burden through lightening expenditures for direct relief, and made possible the construction of useful public works and the performance of public services of untold value to local governmental agencies and the public welfare. Therefore, those of us who have watched the development of the WPA program from its infancy, its mistakes and successes, its improvements in administration and operating methods, its benefits to humanity, and its physical accomplishments, cannot help but be inclined toward a favorable appraisal. However, impartial appraisals are evidenced in the hundreds of letters of testimony of workers and sponsors, from the smallest hamlet to the largest city in the state, as exemplified below:

#### "WPA NEEDS NO DEFENSE

"Lately, numerous politicians and commentators with fewer facts than fancies at their disposal, have been wallowing WPA as it is, under press of the war-created manpower shortage, about to die. This shall be no attempt to defend WPA. It needs no defense. It was bigger than its 2x4 critics ever could be and its good works will outlast their partisan rantings.

"We speak only for Oglesby. What was there wrong about giving work to men who were out of work, work that would rehabilitate them and build up their home cities, their communities? The work accomplished in all cases was constructive, not destructive, and that is something that cannot be said for war expenditures.

"This assertion can be made flatly from seven years' experience as sponsor's agent with the WPA. If there was boondoggling and loafing and waste, it was the sponsor's fault in almost every case, not a WPA weakness.

"Look around you at Oglesby. Without WPA there would be no northeast highway. We would still be a one-way town, doomed in perpetuity to suffer from that unwholesome condition.

"Look at the 11 miles of concrete curb and gutter. Do they help the appearance of your street and your residence? Do they enhance values and permit orderly tree planting and parkway developments?

"Look at the concrete tennis courts. WPA labor built them.

"Consider the adult education sewing classes, the water leak survey which saves everyone in Oglesby money. Think about the land use survey and the foundation thereby created for planning and zoning.

"This is no catalog of WPA accomplishments in Oglesby. This is a rough sketch, this is just part of the story. WPA did well by Oglesby. Oglesby is a better city because of WPA, and if, WPA, you are about to pass from the scene, here's a salute to you."





## Appendix A

### MANUAL OF RULES AND REGULATIONS OF THE WORK PROJECTS ADMINISTRATION AND ILLINOIS PROCEDURES

DEPOSITORY - CHICAGO PUBLIC LIBRARY

The Manual of Rules and Regulations of the Work Projects Administration is a four-volume edition of basic policy and regulatory procedures for the organization and operation of the Work Projects Administration. It consists of the following volumes:

- Volume 1 - Organization and Administration
- Volume 2 - Project Planning and Operation
- Volume 3 - Employment
- Volume 4 - Finance

Within the Manual of Rules and Regulations will be found Illinois Supplementation provided to supplement the Manual where necessary to effect local application. Illinois Supplementation is readily identified by the buff colored pages.

Illinois Procedures, from the inception of the program to early in 1941, were issued by the State Office in several forms such as Administrative Letters, Official Bulletins, etc. All such media were superseded by Illinois Divisional Letters designed to contain non-recurring instructions, technical and informational data.

Illinois Divisional Letters are serialized by functional subject as shown below and numbered in sequence by divisions:

- Illinois Administrator's Letters
- Engineering and Construction Letters
- Service Letters
- Training and Reemployment Letters
- Finance and Control Letters
- Employment Letters
- Supply Letters

ILLINOIS ADMINISTRATOR'S LETTERS: Relate to matters of policy, overall program significance and specifically to the following subjects- organization, personnel, procedures, statistics, administrative budgets, office management and records. Also, in instances where the subject matter of a divisional letter involved more than one division such letter was, to avoid possible conflict of direction, issued in the Administrator's series.

ILLINOIS ENGINEERING AND CONSTRUCTION LETTERS: Project planning, project operations, safety, property and impersonal services, and other matters in the area of engineering and construction.

ILLINOIS SERVICE LETTERS: Project planning, operations, Lanham Act applications, recreation, education, clerical services, health, feeding, clothing and child protection.

ILLINOIS TRAINING AND REEMPLOYMENT LETTERS: Vocational training, liaison with Federal Agencies and private employers regarding training and reemployment activities.

ILLINOIS FINANCE AND CONTROL LETTERS: Timekeeping, payrolls and other vouchers, property inventory records and reports, injury, compensation and damage claims, and accounting.

ILLINOIS EMPLOYMENT LETTERS: Eligibility and certification, occupational classification, assignment, terminations, conditions of employment, labor relations and filing.

ILLINOIS SUPPLY LETTERS: Activities of the Supply Section, i.e. acquisition, storage, issuance, maintenance and disposition of property.

During the final stages of the program no attempt was made to revise previously issued formal instructions to give effect to those in connection with the liquidation of the program. Such instructions, as required, were made effective by means of correspondence or personal direction on the part of Division Heads in the State Office.

The Chicago Public Library has been made the depository for the Manual of Rules and Regulations and Illinois Procedures.

# I N D E X

TO

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Training and Reemployment Letter No. 1, (Availability of Labor Market Information from Employment Service)	5
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Training and Reemployment Letter No. 7, (State and Local Councils of Administrators - Relationship with the Work Projects Administration)	8
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# Appendix B

## LIST OF PUBLICATIONS, UNPUBLISHED MANUSCRIPTS, TECHNICAL AND OPERATING MANUALS PREPARED BY THE DIVISION OF SERVICE PROJECTS

### PUBLICATIONS

SUBJECT	PROGRAM	DEPOSITORY
Who's Who in Aviation	Writers	U.S. Naval Reserve Navy Pier, Chicago
Parking Survey - Chicago - 1939-40	Research & Records	Chicago Historical Society, Chicago, Ill.
Development of Public Recreation in Metropolitan Chicago - 1940	Writers	"
Chicago Negro Community	"	Rosenwald Fund Chicago, Ill.
Occupational Changes Among Negroes in Chicago	"	"
Churches and Voluntary Associations in the Chicago Negro Community	"	"
Directory of Negro Baptist Churches in the United States, Vol. I	"	"
Directory of Negro Baptist Churches in the United States, Vol. II	"	"
Cavalcade of the American Negro	"	"
Inventory of Federal Archives in the States. Series 3, No. 12, 1939	Historical Records	Chicago Historical Society, Chicago, Ill.
Inventory of Federal Archives in the States. Series 4, No. 12, 1941, Vols. A and B	"	"
Inventory of Federal Archives in the States. Series 8, No. 12, Illinois	"	"
Inventory of Federal Archives in the States. Series 17, No. 12, Illinois	"	"
Inventory of the County Archives of Illinois, Morgan County, No. 69	"	"
Summary Report of the Archeological Research and Preliminary Restoration Fort Massac State Park	Museum Extension	Dept. of Public Works & Buildings Springfield, Ill.
Ten Tours in Illinois	Writers	Newberry Library Chicago, Ill.
Athlete's Foot	"	"
The Red Man Rules (A Play)	"	Chicago Park District Chicago, Ill.
Parties for American Holidays	"	"
Octave Chanute, Aviation Pioneer	"	Chanute Field, Rantoul, Illinois
Lanterns and Floats	"	Chicago Park District Chicago, Ill.
Archery - Making Tackle and Shooting	"	"
Indoor Model Airplanes	"	"
Christmas Tree Ornaments	"	"



SUBJECT	PROGRAM	DEPOSITORY
Craft Plans and Suggestions for Hammered Metal	Writers	Chicago Park District Chicago, Ill.
Flowering Perennials for the Home Garden	"	"
You Can Have A Good Lawn	"	"
Boondoggling	"	"
How to Make Costume Jewelry and Accessories from Nature Material at Little Cost	"	"
Water Pets	"	"
Kayaks	"	"
Manual for Caddies	"	"
Miniature Sailboats	"	"
Amateur Lapidary and Jewelsmith	"	"
Ventures in Charm	"	"
Gliders	"	"
Stage Makeup for Amateurs	"	"
Grotesque Heads	"	"
Simple Puppets	"	"
Masks and Costumes	"	"
Stage Lighting	"	"
Jewish Education in Chicago (Survey)	"	Board of Jewish Educa- tion, Chicago, Ill.
Directory of Major Agencies in Chicago in the Pan-American Field	"	Newberry Library Chicago, Ill.
Canada--New Member of the Pan-American Front	"	"
Geography of Latin America	"	"
People of Latin America	"	"
Puppets for Little People	"	Chicago Park District Chicago, Ill.
Baseball Fundamentals--Technique--Strategy	"	"
Leather Craft	"	"
Wood Inlay	"	"
Honeycomb Weaving	"	"
Chess	"	"
Diving	"	"
Puzzles	"	"
Whittling	"	"
Tumbling: Instructions for the Beginner	"	"
Bird Houses	"	"
Animated Toys	"	"
Snow and Ice Handicraft Projects	"	"
Clown Costumes and Makeup	"	"
Playground Apparatus	"	"
Checker Problems and Puzzles	"	"
Games and Game Boards	"	"
Playing Marbles	"	"
The Great American Game in the Chicago Parks	"	"
Stunt Songs	"	"
Clowning	"	"

SUBJECT	PROGRAM	DEPOSITORY
Illinois Writers' News Letter	Writers	Newberry Library Chicago, Ill.
This Week in Rockford	"	"
The Log	"	U.S. Naval Reserve Navy Pier, Chicago
Inventory of the County Archives of Illinois, Adams County, No. 1	Historical Records	Chicago Historical Society, Chicago
Inventory of the County Archives of Illinois, Jo Daviess Co., No. 43	"	"
Inventory of the County Archives of Illinois, Stephenson Co., No. 89	"	"
Inventory of the County Archives of Illinois, DeWitt County, No. 20	"	"
Inventory of the County Archives of Illinois, Jackson Co., No. 39	"	"
Inventory of the County Archives of Illinois, Clark Co., No. 12	"	"
Inventory of Federal Archives in the States, Series 16, No. 12, Illinois	"	"
Inventory of the County Archives of Illinois, Montgomery Co., No. 68	"	"
Inventory of the County Archives of Illinois, St. Clair Co., No. 88	"	"
Calendar of the Robert Weidensall Correspondence	"	"
Guide to Depositories of Manuscript Collections in Illinois	"	"
A History of the First Presbyterian Church of Chicago	"	"
Evolution of the Theatre	Writers	"
Military Area Guides	"	"
Roosevelt Speaks - Words that Shook the World	"	"
Writers' Program Public Activities Programs Section	"	"
Chicago's Charter Jubilee Bulletin of Progress	"	"
Chicagoans at Play - Radio Program	"	"
Chicago Mobilized - Bulletin No. 78	"	"
Princeton - American Guide Series	"	"
Galena - American Guide Series	"	"
Cairo - American Guide Series	"	"
Ferry Hall, Lake Forest, Ill.	"	"
Nauvoo - American Guide Series	"	"
Achievements of WPA Workers in Illinois	"	"
Chicago Syphilis Control Program	Research & Records	"
Windbreaks, Circular 38 - Natural History Survey - Illinois	"	"
Survey of Tenants	"	"
Historical Records Survey List of Publications	Historical Records	"

SUBJECT	PROGRAM	DEPOSITORY
Our U. S. Marines	Writers	Chicago Historical Society, Chicago
Aeronautical Dictionary	"	Newberry Library
Municipal Government	"	Chicago, Ill.
Township and County Government	"	"
The Citizens and the Schools	"	"
The Flag of the United States	"	"
Public Welfare Institutions Annals of Labor and Industry in Illinois	"	"
Baseball in Old Chicago	"	"
Catalogue of Plays	"	"
Chicago in Periodical Literature	"	"
Delavan	"	"
From Church Bells to Electric Signals	"	"
Stories from the Stage in Chicago	"	"
Chicago's Candy Kettle	"	"
Thirty-Five Million Letters a Day	"	"
How Chicago Was Raised	"	"
Forty Forty	"	"
A. P. Ryder	"	"
August Renoir	"	"
Edgar Degas	"	"
Thomas Rowlandson	"	"
Frans Hals and A. Van Dyke	"	"
Winslow Homer	"	"
Jean Francois Millet	"	"
Paul Cezanne	"	"
Edouard Manet	"	"
Mary Cassatt	"	"
August Rodin	"	"
Tintoretto	"	"
Thomas Eakins	"	"
Hillsboro Guide	"	"
Historical Brevities	"	"
Illinois Guide	"	"
Illinois Recreational Handbook	"	"
Legends of Illinois	"	"
Illinois Writers' Newsletter	"	"
North Star (A Play)	"	"
Out of the Wilderness	"	"
Pan-American Forum (Series)	"	"
Peoria Home Defense (Series)	"	"
Progress of Science and Industry (Series)	"	"
Public Forums in Chicago	"	"
Costume Accessories	"	Chicago Park District
Social Activities	"	Chicago, Ill.
Quoits	"	"
Softball	"	"
Entertainment for Banquets	"	"
Nautical Terms	"	"
Touch Football	"	"
Choral Singing	"	"

SUBJECT	PROGRAM	DEPOSITORY
Low Organized Games	Writers	Chicago Park District
Volleyball	"	Chicago, Ill.
Thanksgiving	"	"
Square Dances	"	"
Winter Sports	"	"
Women's Volleyball Rules	"	"
Nature Lore	"	"
A Foretaste of Spring	"	"
Sherman Rod and Reel Club	"	"
Kites	"	"
Flower Pots from Tin Cans	"	"
Spatter Prints	"	"
Recreation Theater	"	"
Thoughts for Arbor Day	"	"
Lifeguard Manual	"	"
Tumbling for Beginners	"	"
American Sports Quiz	"	"
Marquett at Checagou	"	"
A Group of Gymnastic Marches	"	"
1941 Spring Hikes	"	"
Drills (Wand, Hoop, Cane, Dumbbell)	"	"
Baseball Federation Handbook	"	"
Kites (Revised)	"	"
Cavalier (A Play)	"	"
Historical Pageant of Chicago	"	"
Story of Illinois	"	"
Wand Drills for Men and Boys	"	"
Summer Hikes, 1941	"	"
Public Parks Tennis Assn., Chicago	"	"
Crayon Prints	"	"
Seeds of Common Annuals	"	"
A Cross Word Puzzle on Trees	"	"
Ink Printing	"	"
Patriotic Games and Quizzes	"	"
Spicy Pomanders	"	"
Simple Weaving	"	"
Rabbits as Pets	"	"
Tennis, Bulletin #39	"	"
Rockford City Guide	"	Newberry Library Chicago, Ill.
Route Descriptions for Conducted Tours (Series)	"	"
Second Historical Tour (Southern Illinois)	"	"
Selected Bibliography - Illinois, Chicago and Its Environs	"	"
Survey of Jewish Education in Chicago	"	"
Third Degree - The Case of William Harris	"	"
Yeoman of the Navy	"	"
Bibliography of Illinois Writers	"	Northwestern University Evanston, Ill.



SUBJECT	PROGRAM	DEPOSITORY
Chicago Public Library - Final Narrative Report - 5 Sections	Research & Records	Northwestern University Evanston, Ill.
Check List of Books Printed in America Before 1800 in the Libraries of Chicago	"	"
A Mirror Held up to the Czechs of Chicago - Denni Hlasatel	"	"
Newspapers in Libraries of Chicago	"	"
Bibliography of Illinois Poets Since 1900	"	"
Bibliography of Foreign Language Newspapers and Periodicals Published in Chicago	"	"
Foreign Language Press Survey Final Narrative Report	"	"
Historical Records Survey - Final Narrative Report	Historical Records	"
List of Publications	"	"
The Historical Records Survey and the Political Scientist	"	"
Preliminary Check List of Missouri Imprints	"	"
Check List of Minnesota Imprints	"	"
Check List of Arizona Imprints	"	"
Check List of Chicago Ante-Fire	"	"
Check List of Kentucky Imprints	"	"
Check List of Nevada Imprints	"	"
Check List of Alabama Imprints	"	"
Check List of Kansas Imprints	"	"
Check List of Kellogg Collection	"	"
Check List of Sag Harbor, L. I.	"	"
Check List of Idaho Imprints	"	"
Check List of West Virginia Imprints	"	"
Check List of Iowa Imprints	"	"
Check List of Wyoming Imprints	"	"
Check List of Tennessee Imprints	"	"
Check List of Utica, N.Y. Imprints	"	"
Check List of Records - Elgin State Hospital	"	"
Check List of Films and Slides on Latin America	"	"
Chicago Civic Directory to Organizations Giving Public Service	Writers	"
Bibliography by and About the Negro in the United States	"	"
Union Catalog of Law Books	"	"
Chicago in Periodical Literature	"	"
Proposed List of Location Symbols for Libraries in all Countries of the World Except the United States	"	"
Union Catalogue of Literature on Greenland	"	John Crerar Library Chicago, Ill.

SUBJECT	PROGRAM	DEPOSITORY
Writers' Program Publications Catalogue	Writers	Northwestern University Evanston, Ill.
Location Symbols for Libraries in the United States	"	Louisiana State Univ. Baton Rouge, La.
Location Symbols for Libraries in the United States (Supplement)	"	"
Classified List of Pictorial Materials On Civilian Defense	"	Northwestern University Evanston, Ill.
Illinois Historical Anecdotes	"	"
Index to Literature on Negro Art	Research &	"
Index of the Chicago Metropolitan Press	Records	"
The Comparative Stratigraphy of Early Iran	"	"
State Council of Defense, Series III 1917-1919	Historical Records	"
The Federal Courts, No.12, Illinois	"	"
Inventory of the Church Archives of Cairo, Illinois Presbytery	"	"
The Department of the Treasury, No. 12 Series III	"	"
The Department of War, No.12, Series IV	"	"
The Department of Justice, No. 12 Series V	"	"
The Department of Navy, No. 12, Series VI	"	"
The Department of the Interior, No. 12 Series VIII	"	"
The Department of Agriculture, No. 12 Series IX	"	"
The Department of Commerce, No. 12 Series X	"	"
The Department of Labor, No. 12 Series XI	"	"
The Veterans' Administration, No. 12 Series XII	"	"
The Farm Credit Administration, No. 12 Series XVI	"	"
Miscellaneous Agencies, No. 12, Series XVII	"	"
Guide to the Depositories of Manuscript Collections in Illinois Preliminary Edition	"	"
Guide to Public Vital Statistics Records in Illinois	"	"
Inventory of the County Archives of Illinois, Brown County No. 5	"	"
Inventory of the County Archives of Illinois, Carroll County No. 8	"	"
Inventory of the County Archives of Illinois, Cass County No. 9	"	"
Collection of Early American Methodist Manuscripts, 1765-1839	Writers	"

SUBJECT	PROGRAM	DEPOSITORY
Calendar of the Ezekiel Cooper	Writers	Northwestern University Evanston, Illinois
Inventory of the County Archives of Illinois, Champaign County No. 10	Historical Records	"
Inventory of the County Archives of Illinois, Cumberland County No. 18	"	"
Inventory of the County Archives of Illinois, Douglas County No. 21	"	"
Inventory of the County Archives of Illinois, Effingham County No. 25	"	"
Inventory of the County Archives of Illinois, Franklin County No. 28	"	"
Inventory of the County Archives of Illinois, Knox County No. 48	"	"
Inventory of the County Archives of Illinois, Livingston County No. 53	"	"
Inventory of the County Archives of Illinois, Logan County No. 54	"	"
Inventory of the County Archives of Illinois, Macoupin County No. 56	"	"
Inventory of the County Archives of Illinois, Ogle County No. 71	"	"
Inventory of the County Archives of Illinois, Piatt County No. 74	"	"
Inventory of the County Archives of Illinois, Pike County No. 75	"	"
Inventory of the County Archives of Illinois, Rock Island County No. 81	"	"
Inventory of the County Archives of Illinois, Saline County No. 82	"	"
Inventory of the County Archives of Illinois, Sangamon County No. 83	"	"
Inventory of the County Archives of Illinois, Scott County No. 85	"	"
Inventory of the County Archives of Illinois, Shelby County No. 86	"	"
Inventory of the County Archives of Illinois, Vermillion County No. 92	"	"
Inventory of the Church Archives of Illinois, Bloomington Presbytery	"	"
Inventory of the Church Archives of Illinois, Cumberland Presbytery	"	"
Inventory of the Church Archives of Illinois, Mattoon Presbytery	"	"
Guide to Church Vital Statistics in Illinois	"	"
Little Hell and Gold Coast Joined The Russian Community in Chicago	"	"
Local Community Fact Book, 1938	Writers	Chicago Recreation Comm. Chicago, Ill.
Study of Mental Abnormality	Research & Records	Northwestern University Evanston, Ill.

SUBJECT	PROGRAM	DEPOSITORY
Economic Differentials in the Probability of Insanity	Research & Records	Northwestern University Evanston, Illinois
The Incidence of Mental Disease	"	"
Relationship Between Constitutional Characteristics and Delinquent Behavior	"	"
The Development and Standardization of the Chicago Non-verbal Examination	"	"
Index of Congressional Debates	"	"
Recent Trends in Family Disorganization	"	"
A Study of Personal Disorganization	"	"
The Trend and Ecology of Family Disintegration in Chicago	"	"
A Study of Minority Groups and Race Relations	"	"
A Study of the Effects of the Depression upon Social Disorganization in Chicago	"	"
A Study of Recent Social Trends and Emerging Problems	"	"
Illinois Occupational Survey	"	"
A Study of Engaged Couples to Discover Factors of Adjustment and of Prediction Relating to Marriage	"	"
CCC Prediction Study	"	"
Information in Regard to the Proposed South Park Gardens Housing Project	"	"
Index of Statistical Compilations Prepared on Research Projects in Chicago	"	"
The Previous Housing of the Tenants of the Julia C. Lathrop Homes	"	"
Regional Patterns in the Density of Settlement of the Mid-West Population	"	"
Urban Study of Consumer Purchases	"	"
Occupational Changes Among Negroes in Chicago	"	"
Wages and Hours of Women and Minors Employed in Hotels and Cleaning and Dyeing Establishments	"	"
Negro Housing in Chicago	"	"
Housing in Chicago Communities Series - Community Survey Areas 1 to 75	"	Chicago Plan Commission Chicago, Ill.
Analysis of the Real Property Inventory and Financial Survey of Urban Housing for Peoria	"	Northwestern University Evanston, Ill.
Compiled Data on Blighted Areas in Chicago	"	"
Chicago Land Use Survey - Vol. I Residential Chicago	"	"
Chic Van Winkle Wakes from Long Sleep on Southwest Side of Chicago	"	"



SUBJECT	PROGRAM	DEPOSITORY
The Real Property Inventory of Aurora	Research & Records	Northwestern University Evanston, Ill.
Real Property Inventory of Joliet	"	"
Real Property Survey and Low Income Housing Area Survey for Peoria, Ill.	"	"
Valuation of Real Property, St. Clair County, Illinois	"	"
Report of the Land Use Survey and Real Property Inventory of the City of Rock Island	"	"
Survey of Local Finance in Illinois		Illinois Tax Commission
Vol. I - Atlas of Taxing Units, 1939	"	Chicago, Illinois
Vol. II - Property Taxation: Assessed Valuations, Tax Rates, and Tax Extensions, 1927-36	"	"
Vol. III- Property Taxation: Assessed Valuations, Levies, Tax Rates and Tax Extensions, 1937-38	"	"
Vol. IV - Receipts and Disbursements of Townships and Road Districts, 1925-1936	"	"
Vol. V - Bonded Indebtedness of Local Governments, 1927-1940	"	"
Vol. VI - Special Assessment Financing of Local Improvements, 1925-1937	"	"
Vol. VII- Drainage District Organiza- tion and Finance, 1879-1937	"	"
Vol. VIII- Tax Rate Limits and Assess- ment Ratios, 1925-1940	"	"
System for Cook County Real Estate Tax Records and Code for Identification of Land Parcels	"	"
Tax Mapping Survey - Narrative Report	"	"
Transcribe, Consolidate and Renovate Records Cook County Assessor's Office	"	Cook Co. Assessor's Office, Chicago, Ill.
Marketing Laws Survey		
Vol. I - State Anti-Trust Laws	"	Northwestern University
Vol. II - State Price Control Legis- lation	"	Evanston, Ill.
Analysis of Retail Prices	"	"
		University of Illinois Champaign, Ill.
Consumption Habits of the American People	"	Northwestern University Evanston, Ill.
Vital Statistics for Cook Co. and Chicago		Chicago Board of Health
Vol. I - Death Statistics	"	Chicago, Ill.
Vol. II - Birth Statistics	"	"
Vol. III- Birth Statistics	"	"
Renovation and Recompilation of Chicago Park District Records	"	Chicago Park District Chicago, Ill.

SUBJECT	PROGRAM	DEPOSITORY
Installation of a Perpetual Inventory System for the Bureau of Building Maintenance and Repair	Research & Records	Dept. of Public Works Chicago, Ill.
Install Cost Record System of Building Maintenance and Repair	"	"
Index Real Estate Records in Macon County	"	Macon County Treasurer Decatur, Illinois
Reconditioned and Indexed Birth and Death Records, Marriage Licenses and Affidavits - Cook County	"	Cook County Clerk Chicago, Ill.
Installation of Filing System in Comptroller's Office	"	Comptroller's Office Chicago, Ill.
Recondition Records for the Cook County Circuit Court	"	Cook Co. Circuit Court Chicago, Ill.
Revised General Ordinances - City of Taylorville	"	Office of Mayor Taylorville, Ill.
The Revised Code of the City of Berwyn	"	Office of Mayor Berwyn, Ill.
Revised Joliet Code of 1939	"	Office of Mayor Joliet, Ill.
Revised Ordinances - Edwardsville 1942	"	Office of Mayor Edwardsville, Ill.
Municipal Code of Pontiac, Livingston County	"	Office of Mayor Pontiac, Ill.
Ordinances of Rockford, Illinois 1936	"	Office of Mayor Rockford, Ill.
Completed Land Lot Card File and Reconditioned Records of City Comptroller's Office - Chicago	"	Comptroller's Office Chicago, Ill.
Municipal Code of Bensenville	"	Office of Mayor Bensenville, Ill.
Revised Ordinances of Freeport	"	Office of Mayor Freeport, Ill.
Filing System for City Payroll Checks-Comptroller - City of Chicago	"	Comptroller's Office Chicago, Ill.
Indexed Opinions of the Corporation Counsel - City of Chicago - Law Department	"	Corporation Counsel Chicago, Ill.
Revised Code of the Village of Brookfield - 1940	"	Office of Mayor Brookfield, Ill.
Municipal Code of the City of Blue Island, Illinois	"	Office of Mayor Blue Island, Ill.
Codification of Ordinances and Index of Special Resolutions of the City of Blue Island, Illinois	"	"
Reconditioned and Indexed Records of The Cook County Recorder's Office	"	Cook County Recorder Chicago, Ill.
Revised Ordinances of the City of Virden	"	Office of Mayor Virden, Ill.

SUBJECT	PROGRAM	DEPOSITORY
Revised Ordinances of the Village of Dupo, 1942	Research & Records	Office of Mayor Dupo, Illinois
Revised Ordinances of the Village of Glen Carbon, Madison Co., Illinois	"	Office of Mayor Glen Carbon, Ill.
Checked Sorted Old Records and Installed New Filing System - Superior Court of Cook County	"	Cook Co. Superior Court Chicago, Ill.
Municipal Code of the City of Vienna Johnson County, Illinois	"	Office of Mayor Vienna, Illinois
Indexing the Journal of Council Proceedings, Office of the City Clerk	"	City Clerk's Office Chicago, Illinois
Prepared a New System of Land Lot Card Records for the Clerk of Cook County	"	Cook County Clerk Chicago, Illinois
Revised Ordinances of the Village of East Alton, Madison County, Illinois, 1941	"	Office of Mayor East Alton, Illinois
Revised Municipal Code - E.St.Louis	"	Office of Mayor E. St. Louis, Ill.
Indexing and Mapping Project, Franklin County, Final Narrative Report	"	Franklin Co. Recorder Benton, Ill.
Municipal Code of Franklin Park, Illinois - 1941	"	Office of Mayor Franklin Park, Ill.
Proposed Building Ordinance for the City of Peoria	"	Office of Mayor Peoria, Ill.
Municipal Code of Lockport - 1941	"	Office of Mayor Lockport, Ill.
Indexed and Reconditioned Records of the Probate Court, 1871-1940, Chicago	"	Clerk-Probate Court Chicago, Ill.
The Municipal Code of Palatine, Illinois - 1940	"	Office of Mayor Palatine, Ill.
Municipal Code of the Village of Raleigh, Illinois - 1941	"	Office of Mayor Raleigh, Ill.
Index and Repair Records in Recorder's Office, Macon County, Illinois, 1900-1937	"	Macon County Recorder's Office, Decatur, Illinois
Index of Minutes of the Board of Supervisors and Prepared New Forfeiture Record of Properties in Macon County - 1939	"	County Clerk's Office Macon County Decatur, Ill.
Results of Examination of the Records on Account of Water Funds from June 1, 1923 to April 30, 1938 - Village of Westmont	"	City Clerk Westmont, Ill.
Preparation of New File of Chicago Police Records	"	Police Department Chicago, Ill.
Renovated, Checked and Filed Permits of Encroachments on Public Property City of Chicago	"	Dept. of Public Works Chicago, Ill.
Reconditioning Records for the Cook County Coroner's Office - 1940	"	Coroner's Office, Cook Co. Chicago, Ill.

SUBJECT	PROGRAM	DEPOSITORY
Installed a New File of CCC Enlistments and Prepared Address File - Chicago - 1940	Research & Records	CCC Selection Office Chicago, Illinois
Preparation of a History of Public Welfare in the United States and of State Institutional Care in Illinois	"	Northwestern University Evanston, Illinois
Research in the Field of Public Welfare Administration	"	Dept. of Public Welfare Springfield, Ill.
Renovate Case Records of Chicago Relief Administration	"	Chicago Relief Adminis- tration, Chicago, Ill.
Material Regarding the Survey of Occupational Characteristics of Persons Receiving Relief - FEPA	"	"
Compilation of Social Statistics on Family Service Child Welfare	"	Dept. of Public Welfare Springfield, Ill.
Recent Social Trends and Emerging Problems in the Metropolitan Region of Chicago	"	State Planning Commission Chicago, Ill.
Regional Planning, Madison County, Edwardsville, Illinois	"	Office of Mayor - Edwardsville, Ill.
Regional Planning, St. Clair County, Belleville, WPA, 1936	"	Office of Mayor Belleville, Ill.
Social Service Research Project - Final Narrative Report	"	Dept. of Public Welfare Springfield, Ill.
Illinois Persons on Relief in 1935 IERC - 1935	"	Ill. Public Aid Commis- sion, Chicago, Ill.
Index and Cross-reference Illinois Emergency Relief Commission Files - Final Narrative Report - 1940	"	"
Index and Cross-reference Certification Files - 1935-1939 - IERC	"	"
Delinquency - A Controlled Medical and Anthropometric Evaluation	"	Institute of Juvenile Research, Chicago, Ill.
Criminal Careers of Former Juvenile Delinquents	"	"
Preparation of New Card File in the Juvenile Court	"	"
Cook County Juvenile Court - Summary of Findings	"	"
Standing Radiation Computations and Indexes for Smoke Observation Records	"	Dept. of Smoke Inspec- tion and Abatement, Chicago, Ill.
Survey of Juvenile Delinquency in Evanston as Recorded by the Evanston Police	"	Institute of Juvenile Research, Chicago, Illinois
Delinquency Among Mexican Boys in South Chicago	"	"
Delinquency in Peoria - A Study of Juvenile Behavior Problem Cases	"	Bradley Polytechnic Institute, Peoria, Ill.
Education Stock Supplies - Standardized List of Commodities Authorized for Use in Chicago High and Elementary School Buildings, Playgrounds and Central Offices	"	Board of Education Chicago, Illinois



SUBJECT	PROGRAM	DEPOSITORY
Careers and Occupations - Compiled		
List of Recent Books and Pamphlets		
in the Evanston Public Library on		
More than 400 Vocations	Research &	Evanston Public Library
Newburyport Study - A Study of	Records	Evanston, Illinois
Communications in Relation to		
Community Life	"	University of Chicago
Grading Selected Books for Children		Chicago, Illinois
in Elementary Schools	Education	Winnetka Public Schools
Assignments for Study in Public		Winnetka, Illinois
Schools	"	Board of Education
Psychological Report for Kane		Chicago, Illinois
County	Research &	University of Chicago
Study of Local School Units in	Records	Chicago, Illinois
Illinois	"	Supt. of Public Instruc-
Chicago Public School Attendance		tion, Springfield, Ill.
Records	"	Board of Education
A Survey of Coles County Schools	"	Chicago, Illinois
	"	County Supt. of Schools
		Charleston, Illinois
Preparation of Spot Maps for Chicago		Board of Education
Schools	"	Chicago, Illinois
Limitations on Federal Control of		
Education	"	Newberry Library
Uniform Textbook Inventory	"	Chicago, Illinois
Marketing Laws Survey - Barriers to	"	"
Trade Between the States	"	"
Report on City-wide Traffic Survey and		City Engineer
Proposed Improvements, Aurora, Ill.	"	Aurora, Illinois
Street Traffic Survey -	"	Div. of Traffic Engineer-
City of Chicago	"	ing, Chicago, Illinois
Chicago Traffic Survey, 1940-1942	"	"
Street Park Survey, 1939-1940	"	"
A Traffic Survey - Chicago Park District		Chicago Park District
Vol. 1 - Summary, Scope and Methods	"	Chicago, Illinois
Vol. 2 - Motor Vehicle Inspection	"	"
Vol. 5 - Origin and Destination	"	"
Vol. 8 - A Problem in City Planning		
Lake Shore Drive	"	"
Vol. 11 - Part 1 - The Accident		
Repeater	"	"
Vol. 11 - Part 2 - The Accident		
Repeater	"	"
Annual Police Safety Contest	"	"
The Traffic Survey in the City of		
Decatur, 1936-37	"	Dept. of Public Health
Traffic Survey of the City of		and Safety, Decatur, Ill.
Peoria	"	City Engineer
Truck and Bus Inventory	"	Peoria, Illinois
		Public Roads Administra-
Report of Traffic Survey - City of		tion, Washington, D.C.
Joliet - 1936	"	Chicago Motor Club
		Chicago, Illinois

SUBJECT	PROGRAM	DEPOSITORY
Report of Traffic Survey of the City of Rock Island, 1936-1937	Research & Records	City Engineer Rock Island, Illinois
Report of Traffic Survey of the City of Freeport	"	City Engineer Freeport, Illinois
Surveying and Mapping - Pinckneyville, Illinois	"	County Recorder's Office Pinckneyville, Ill.
Research Studies in the Field of Physics	"	Cook County Supt. of Schools, Chicago, Ill.
An Inexpensive Homemade Scale for Weighing Fruit	"	University of Illinois Champaign, Illinois
Species Classification and Rotational Energy Level Patterns of Non-Linear Triatomic Molecules	"	University of Chicago Chicago, Illinois
Report on the Lower Illinois River Basin	"	Ill. State Planning Commission, Chicago, Illinois
Infiltration Capacities of Soils in the Macoupin Creek Basin in Illinois	"	"
Report on the Ohio River Basin in Illinois	"	"
Range of Normal Blood Pressure	"	Institute of Juvenile Research, Chicago, Ill.
Recorded Findings from a Study of Meteorological Factors in Embryonic Development	"	Dept. of Public Welfare Springfield, Illinois
Improved Services and Facilities of Health Department - Final Narrative Report	"	Board of Health Chicago, Illinois
Microfilming of Records and Medical Research for the Medical Record Library of the Cook County Hospital	"	Cook County Hospital Chicago, Illinois
Health Data Book for the 75 Community Areas	"	Board of Health Chicago, Illinois
Health Survey of East St. Louis	"	Dept. of Health E. St. Louis, Illinois
Chicago Syphilis Control Program - Annual Report, 1940-1941	"	Board of Health Chicago, Illinois
Chicago Syphilis Control Program - Annual Report, 1938-39, 1939-40	"	"
The Technologists Find a New Field	"	Armour Inst. of Tech. Chicago, Illinois
Map of Battalion Boundaries	"	Chicago Fire Dept. Chicago, Illinois
The Law as Applied to Air Pollution	"	Dept. of Smoke Inspec- tion, Chicago, Ill.
Air Pollution Study - Standing Radiation Computations and Indexes for Smoke Observation Records	"	"
Air Pollution Study - Final Narrative Report - 1940	"	"

SUBJECT	PROGRAM	DEPOSITORY
Air Pollution Study - Technical Literature Abstracts: Prepared by Division E	Research & Records	Dept. of Smoke Inspection Chicago, Ill.
Guide to Department of Public Welfare Records in Illinois - Illinois State Penitentiary, Pontiac Branch	Historical Records	Ill. State Penitentiary Pontiac, Illinois
Reproduction of Plans of Federally Owned Buildings and Utilities	Research & Records	6th Service Command Chicago, Illinois
Survey of Caseyville, Illinois - Township No. 2 - St. Clair Co.	"	Dept. of Mines & Minerals Springfield, Illinois
Recompilation of Water Records for the Water Pipe Extension Division	"	Dept. of Public Works Springfield, Illinois
Alley Cleaning and Refuse Collection Survey	"	Dept. of Streets & Electricity, Chicago, Illinois
Street and Alley Cleaning Survey	"	"
Some Factors in Lamb Production Associated with Size and Type in Mutton Sheep	"	University of Illinois Champaign, Illinois
Family Income and Expenditures in Chicago, 1935-1936	"	Bureau of Labor Statistics Chicago, Illinois
The Stage Coach Era on the Green Bay Trail Documentation for a Diorama Constructed at Central Laboratory, Springfield	Museum Extension	Illinois State Library Springfield, Illinois
Records System for Auditor of Cook County	Research & Records	Auditor of Cook County Chicago, Illinois
List of Periodicals to be Included in Cumulative Index to Printing Periodicals	"	Newberry Library Chicago, Illinois
Chronological List of Books and Articles on the History of Printing in Holland and Belgium	Historical Records	Chicago Public Library Chicago, Illinois
Preliminary Check List of Published Materials Relating to the History of Printing in Venezuela - Peru - Argentina - Mexico - Dominican Republic - Guatamala - Colombia - Chile - Brazil	"	"
Bibliography of Materials on the History of Printing in Italy	"	"
An Essay on the Invention of Printing	"	"
Bibliography of the History of Printing in Switzerland	"	"
Report on Sewage Sludge	Research & Records	Chicago Sanitary District Chicago, Illinois
Apple Thinning Experiments - 1940	"	University of Illinois Champaign, Illinois
Bibliography of the History of Printing in Denmark, Sweden and Norway	Historical Records	Chicago Public Library Chicago, Illinois

SUBJECT	PROGRAM	DEPOSITORY
Bibliography of Materials on the History of Printing, Published in the Netherlands in the Nineteenth Century	Historical Records	Chicago Public Library Chicago, Illinois
Analysis of the Claims of Strasbourg and Haarlem to the Honor of Being the Birthplace of Printing - An Argument in Support of the Claims of Mainz as Written in 1855	"	"
A Letter Written by the Reverend Charles Ellis Claiming the Invention of Printing for Coster and a Letter in Refutation of that Claim	"	"
Proposal in 1865 for a Typographic Council to Meet in Brussels to Determine the Facts Regarding the Invention of Printing	"	"
A List of Published Materials in the Russian Language on the Invention of Printing	"	"
Local Job Descriptions for Several Establishments in the Confectionery Industry - 1939	Research & Records	U.S. Employment Service Chicago, Illinois
Local Job Descriptions for One Establishment in the Electrical Equipment and Manufacturing - Fuse Manufacturing	"	"
Local Job Specifications for the Mail Order Industry - 3 Volumes - 1938	"	"
Pilot Prediction Analysis Study for National Defense	"	Civil Aeronautics Adm. Washington, D. C.
Study of Measurements for Sizing Women's Garments and Patterns	"	U.S. Bureau of Home Economics, Washington, D. C.
Preparation of Zoning Maps of City of Chicago	"	Board of Appeals Chicago, Illinois
A Comprehensive City Plan - City of Peoria	"	Office of the Mayor Peoria, Illinois
Topographic Survey of Chicago Parks	"	Chicago Park District Chicago, Illinois
Compilation of Historical Data on Park Properties	"	Bureau of Parks, Recreation & Aviation, Springfield, Ill.
Abstracted and Indexed Information of Grounds, Buildings, Boulevards in Park Districts	"	Chicago Park District Chicago, Illinois
Tree Census Project - Final Narrative Report	"	"
Index to the Musical Antiquary	"	Newberry Library Chicago, Illinois



SUBJECT	PROGRAM	DEPOSITORY
List of Periodicals (175) to be Included in Cumulative Index to Music Periodicals	Research & Records	Newberry Library Chicago, Illinois
The Chicago Recreation Survey, 1937	"	Northwestern University
Vol. 1 - Public Recreation - 1937	"	Evanston, Illinois
Vol. 2 - Commercial Recreation - 1938	"	"
Vol. 3 - Private Recreation - 1938	"	"
Vol. 4 - Recreation by Community Areas in Chicago - 1939	"	"
Vol. 5 - Recommendations of the Commission and Summary of Findings - 1940	"	"
Chicago's Mayors, 1837-1933	"	"
Princeton Guide	Writers	"
Everyday Life in New Salem	Museum Extension	Illinois State Library Springfield, Illinois
A Summary of Records and Source Material Relating to the Village of Oak Park Available at the Oak Park Public Library - 1937	Research & Records	Oak Park Library Oak Park, Illinois
Report of the Kaskaskia River Basin	"	Illinois Planning Comm.
Report of Ohio River Basin in Illinois	"	Chicago, Illinois
Report of Lower Illinois River Basin	"	"
Report of Upper Illinois River Basin	"	"
Report of Rock River Basin	"	"
Report of Sangamon River Basin	"	"
Report of Wabash River Basin in Illinois	"	"
A Group of Gymnastic Marches	Writers	Chicago Park District
A Piece of Strategy	"	Chicago, Illinois
Aquatic Sports	"	"
Baseball in Chicago	"	"
Baby's Layette	"	"
Catalog of Plays	"	"
Child Life	"	"
Christmas Plays and Carols	"	"
Copperhead	"	"
Down River	"	"
Drama Instruction Handbook, Vol. I	"	"
Drama Instruction Handbook, Vol. II	"	"
Dressmaking	"	"
Episode of Valley Forge	"	"
Evolution of the Theatre	"	"
Gone to Blazes	"	"
Group Work Today	"	"
Guide to Fly Tying	"	"
Indian Club Drills	"	"
Indians Protest	"	"
Manual for Training	"	"
Metal Tapping	"	"
Midwest Institute of Park Extension	"	"
Nature Recreation	"	"
Physical Activities - Library	"	"

SUBJECT	PROGRAM	DEPOSITORY
Plant Poisoning - Prevention and Treatment	Writers	Chicago Park District Chicago, Illinois
Quotations and Footprints	"	"
Summer Activities	"	"
St. Patrick's Day	"	"
Swimming	"	"
Track and Achievements	"	"
Weaving	"	"
Weight Lifting	"	"
Winnie, The Fool Killer	"	"
Wrestling	"	"
Activities - Inter-American	"	Board of Education
Activities - Sixty Current	"	Chicago, Illinois
Annals of Labor and Industry, Vol. I	"	"
Annals of Labor and Industry, Vol. II	"	"
Annals of Labor and Industry, Vol. III	"	"
Benedict Arnold	"	"
John Brown	"	"
Buckingham Fountain	"	"
Canada	"	"
Catalog of American Guides	"	"
Cavalier	"	"
Churchill Speaks	"	"
Citizen and Schools	"	"
Drama Instruction Handbook, Vol. III	"	"
Drama Instruction Handbook, Vol. V	"	"
Great Spanish Liberator	"	"
Nancy Hanks	"	"
Sam Houston	"	"
Robert E. Lee	"	"
Out of the Wilderness	"	"
Roosevelt Speaks	"	"
Second Historical Tour-Southern Illinois	"	"
Star Spangled Banner	"	"
Stories from Illinois	"	"
Stories from "Stage in Chicago"	"	"
The Flag of the United States	"	"
The Rio Conference	"	"
Up from the Mud	"	"
Visual Aid in Education	"	"
Yachting	"	"
Pioneer Days	"	"
America on Wheels	"	"
Grant Wood	"	"
The Adventures of Broadcasting	"	"
Letters - 35 Million a Day	"	"
Program for Patriotic Rally	"	"
Tio Quantum	"	"
Unit Studies in Grammar	"	"
Washington - City and Capitol	"	"
Casting	"	"
Amateur Circus	"	"

SUBJECT	PROGRAM	DEPOSITORY
American Sports Quiz	Writers	Chicago Park District
Aquarium and Fishes for Homes	"	Chicago, Illinois
Badminton	"	"
Basket Ball 39	"	"
Basketry	"	"
Bowling of the Green	"	"
Boxing Through the Years	"	"
Dance (Modern)	"	Newberry Library
		Chicago, Illinois
Defense for Home Town (Peoria)	"	"
Dumbbells: Drills; Hoop; Cane; Hand;		Chicago Park District
Marching	"	Chicago, Illinois
Grant Park (Recreation Ass'n 1941)	"	Newberry Library
Grant Park (Recreation Ass'n 1942)	"	Chicago, Illinois
Hikes, (Autumn 1940)	"	"
" (Summer 1940)	"	"
" (Autumn 1941)	"	"
" (Summer 1941)	"	"
" (Spring 1942)	"	"
" (Winter 1942)	"	"
Industrial Soft Ball	"	Chicago Park District
Ink Printing (Nature's Research)	"	Chicago, Illinois
Mock Initiation	"	"
Midwest Institution of Park Extension	"	"
Nature Recreation Spring Reminders	"	"
St. Valentine Party Suggestions	"	"
Style Manuals	"	Newberry Library
Jobs in Rural Journalism	"	Chicago, Illinois
Tenants Hand Book	"	"
Tennis Manual (Park District)	"	Chicago Park District
		Chicago, Illinois
The Navy Sees Chicago	"	Newberry Library
		Chicago, Illinois
Learning to Swim	"	Chicago Park District
		Chicago, Illinois
A Blue Cross Card	"	Newberry Library
		Chicago, Illinois
Amadeo Modigliani	"	"
Check Flight	"	"
Chicago	"	"
Chicago Own	"	"
Cows and Chickens	"	"
Flying Bulldogs	"	"
Flying Irish II	"	"
Francis Goya, I and II	"	"
Goya: The Disaster at Sea	"	"
Grand Avenue (A Play)	"	"
High Flying Prices	"	"
Honore Daumier	"	"
Lucas Van Leyden	"	"
Lt. Commander Gaines	"	"
Matisse in Morocco	"	"

SUBJECT	PROGRAM	DEPOSITORY
Men of Medicine	Writers	Newberry Library
Model Aircraft Projects	"	Chicago, Illinois
Old English Doorways	"	"
Paolo Veronese	"	"
Paul Gauguin	"	"
Physical Fitness	"	"
Richard Vocational School	"	"
Recreation	"	"
Red Cross Work	"	"
Refugee Children in School	"	"
Roentgen and The X-Ray	"	"
Sir Thomas Lawrence	"	"
Solo Flying	"	"
The Black Sheep	"	"
The Dutch Janitor	"	"
The House of Seven Gables	"	"
Thomas Eakins	"	"
Velasquez	"	"
Victory Gardens	"	"
Vincent Van Gogh	"	"
Report of Pre-School Play Group Survey	Recreation	Elizabeth McCormick Memorial Fund,
		Chicago, Illinois
How They Keep Safe (In Traffic)	Writers	Board of Education
Lincoln Park Zoo (Reptiles)	"	Chicago, Illinois
Sand Modeling	"	"
Water Lilies	"	"
Baseball - Federation Handbook	"	"

#### UNPUBLISHED MANUSCRIPTS

Wild Flowers of Illinois	Writers	Illinois State Historical Library, Springfield Illinois
Unemployment and Relief in Illinois	"	"
History of Edgar County, 1817-1854	"	"
Streeterville	"	"
Early Chicago Newspapers	"	"
History of Libraries in Chicago	"	"
Chicago Democrat	"	"
The Battle of the Reapers	"	"
The Story of Steel	"	"
The Chicago Police Force	"	"
Fire Apparatus and Equipment	"	"
Chicago's Part in National Defense	"	"
Chronology of Illinois	"	"
Camp Grant Days	"	"
Indian References (District Four)	"	"
Governors of Illinois	"	"
East St. Louis Guide	"	"
Elgin, Illinois	"	"



SUBJECT	PROGRAM	DEPOSITORY
Library of Decatur, Illinois	Writers	Ill. State Historical
Library of Rock Island, Illinois	"	Library, Springfield,
Springfield Guide, Library	"	Illinois
Grand Prairie Tales	"	"
Library, Aurora, Illinois Guide	"	"
The Case of Dr. Cronin	"	"
History of Illinois	"	"
Public Welfare	"	"
Wyoming - A Bibliography	"	"
Aviation	"	"
Joliet, Illinois, American Guide	"	"
Aurora, Illinois, Guide	"	"
Decatur Guide, Illinois	"	"
Elgin Today	"	"
Naperville Guide	"	"
Rock Island Guide	"	"
Springfield Guide	"	"
Macoupin County	"	"
Abraham Lincoln in Illinois	"	"
Lincoln of Illinois	"	"
The Abraham Lincoln Association	"	"
Lincoln Chautauqua	"	"
Estimates of Lincoln	"	"
Historical Houses and Buildings	"	"
Lincoln Visited	"	"
Historical Material on Lincoln	"	"
Lincoln's Home (Springfield)	"	"
Museums and Collections of Lincoln	"	"
Relics	"	"
Lincoln as a Land Owner	"	"
New Salem, A Chapter of Early Lincoln Life	"	"
Lincoln Log Cabin Park	"	"
Lincoln Memorial Library	"	"
Poems to and About Lincoln	"	"
Lincoln Tomb at Springfield	"	"
The Underground Railroad	"	"
Lincoln Files	"	"
Lincoln Library	"	"
Government of Illinois	"	"
Bishop Hill	"	"
All Nations - Pentecostal Faith	"	Rosenwald Fund
Apostolic Faith Church	"	Chicago, Illinois
Apostolic Faith and Pentecostal	"	"
Church of God in Christ	"	"
Church of the Living God	"	"
Church of the God Pillar	"	"
Church of Prayer (Pentecostal)	"	"
Free Pentecostal Church of God	"	"
Full Gospel Mission (Pentecostal)	"	"
Glad Tidings Mission	"	"
Sanctified Church (Material not Edited)	"	"
St. Ann's Church of Holiness in God	"	"

SUBJECT	PROGRAM	DEPOSITORY
Triumph Church and Kingdom of God in Christ	Writers	Rosenwald Fund Chicago, Illinois
United Pentecostal Church of Holiness	"	"
Mosque Temple Almsdays	"	"
Business: General Survey: Cults, Sects, etc.	"	"
General Survey: Cults, Religions and Magic	"	"
Bishop Daddy Grace - Religion on Wheels	"	"
Enlightenment	"	"
I Your Prophet	"	"
Negro in Chicago	"	"
Negro in Illinois and America	"	"
Historical Figures	"	"
Population	"	"
Fraternal Orders, Lodges	"	"
Stores, Hotels, Restaurants	"	"
Housing (In Chicago)	"	"
Negro Education in Illinois, in United States and Chicago Schools	"	"
Churches	"	"
Development of Negro Culture in Chicago	"	"
Negro Musical Culture in Chicago	"	"
The Negro in the Federal Theatre	"	"
The Pekin Theatre	"	"
Negro Publications in Chicago	"	"
Modern Bricks without Straw	"	"
Negro Drama, Theatre Movement in Chicago, Regal Theatre	"	"
Social Service Agencies	"	"
Recreation in Chicago	"	"
Negro Bibliography	"	"
History of Negro Education in Illinois and Bibliography	"	"
The Negro in Illinois Industry	"	"
The Negro in Illinois Industry and Some Related Problems	"	"
Cemeteries in Chicago Area	"	"
Communities, Monuments, Old Historic Houses, Memorials	"	"
Chamber of Commerce	"	"
Adams School of Metaphysics	"	"
Church of Invisible Science	"	"
Church of God and Spiritual Deliverance	"	"
First Community Spiritual Church	"	"
First Mental Science Assembly	"	"
Inspirational Church and Power Center	"	"
International United Revelation	"	"
King Solomon's Temple	"	"
Morris Independent Church of God and Power Center	"	"
St. Ann's Spiritual Church	"	"

SUBJECT	PROGRAM	DEPOSITORY
Sacred Heart Spiritual Church	Writers	Rosenwald Fund
African Orthodox Catholic Apostolic Church	"	Chicago, Illinois
	"	"

### TECHNICAL AND OPERATING MANUALS

Manuals of Procedures		
Land Use Survey	Research & Records	Chicago Plan Commission Chicago, Illinois
Local Government Finance Survey	"	Illinois Tax Commission Chicago, Illinois
Real Property Surveys	"	Newberry Library Chicago, Illinois
Tax Mapping Survey	"	Illinois Tax Commission Chicago, Illinois
Venereal Disease Control Program	"	Chicago Board of Health Chicago, Illinois
Venereal Disease Control Program		
Nutrition Service Procedures	"	"
Truck and Bus Inventory	"	Public Roads Administration, Washington, D.C.
Homes Registration Survey	"	National Housing Agency Chicago, Illinois
Immigration and Naturalization Survey	"	Bureau of Immigration & Naturalization, Chicago, Illinois
General Records Survey	"	Office of the Governor Springfield, Ill.
Historical Records Inventory	"	University of Illinois Urbana, Illinois
Birth Indexing Inventory	"	Vital Statistics Registrar, Springfield, Ill.
Vital Statistics Survey	"	Office of County Clerk Chicago, Illinois
Street Traffic Survey	"	Division of Traffic Eng. Chicago, Illinois
Techniques for the Commercial and Industrial Survey - Land Use Survey	"	Chicago Plan Commission Chicago, Illinois
Techniques and Procedures - Army Map Project	"	Army Map Service St. Louis, Mo.
Manual for Training in Basic Research Methods	Writers	Chicago Historical Society, Chicago, Ill.
Style Sheets	"	"
Nursery School & Child Protection Manuals		Board of Education Chicago, Illinois
Nursery School Parents	Nursery	
Finger Plays	School	"
Salvage	"	"
Some Suggestions for Guidance of Nursery School Children	"	"
Health Program in the Nursery School	"	"

SUBJECT	PROGRAM	DEPOSITORY
Nursery School & Child Protection Manuals, Cont'd		
Suggested Menus for the Nursery School	Nursery School	Board of Education Chicago, Illinois
Let's Visit the Nursery School	Education	"
Pre-Service Training Course for Staff Members and Volunteers	Child Protection	"
Handwork with Pre-school Children	Education	"
Sketches and Measurements for Nursery School Equipment	"	"
Suggestions and General Guide for New Teachers and Volunteers in Nursery Education	Child Protection	"
Library Guide, Vol. I - An Apprentice Course for Menders and Binders	Library	Illinois State Library Springfield, Illinois
Library Guide, Vol. II - An Apprentice Course for Aides	"	"
Rural Library Handbook	"	"
Rural Library Manual of Procedures	"	"
Play Centers - Manual of Operation	Recreation	Elizabeth McCormick Memorial Fund Chicago, Illinois
Housekeeping Clinic Manual	Housekeeping Aide	Cook County Dept. Public Welfare Chicago, Illinois
Housekeeping Aide Work Book	"	"
Housekeeping Aide Recipe Book	"	"
Manual of Procedures - Vision and Hearing Project	Health	"
Manual of Dietary Organization - Illinois Soldiers' and Sailor's Children's School	"	State Dept. of Public Welfare, Springfield, Illinois
Diet Manual for State Institutions, 1941	"	"
Diet Manual - Illinois School for the Blind, Jacksonville, 1940	"	"
Manual for Dietary Employees in State Hospitals	"	"
Manual of Procedures, Dietary Project, December, 1941	"	"
Curriculum - Attendants In-service Training - Dietary Project	"	"
Training Guide for Dietary Project Supervisors	"	"
Work Book for School Lunch Project	School Lunch	Cook County Dept. Public Welfare, Chicago, Ill.
Canning Manual - School Lunch Gardening and Canning Project	"	"
Outline for Training Cooks - School Lunch Project	"	"
Pattern Service Manuals		
For Men	Sewing	"
For Women	"	"
For Junior Miss	"	"



SUBJECT	PROGRAM	DEPOSITORY
Pattern Service Manuals, Cont'd		Cook County Dept. Public
For Girls	Sewing	Welfare, Chicago, Ill.
Markers	"	"
Miscellaneous	"	"
Lesson Materials for Adult Education	Education	Board of Education
Lesson Units for Adults: First Lessons	"	Chicago, Illinois
Lesson Units for Adults: Second Lessons	"	"
Steps to Citizenship	"	"
Reading Lessons - Miscellaneous	"	"
Services to the Sick and Disabled		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
We Heat Our Homes		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
Aid to Dependent Children		
Book I	"	"
Book II	"	"
Book III	"	"
Old Age Benefits		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
Unemployment Compensation		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
On The Way to Social Security		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
Aid to the Blind		
Book I	"	"
Book II	"	"
Book III	"	"
Teachers	"	"
We Buy Our Food		
Book I	"	"
Book II	"	"
Book III	"	"
Columbus Discovers America	"	"
The Story of the Constitution	"	"
The United States Growing Up	"	"
Our Plan of Union	"	"
Abraham Lincoln	"	"

SUBJECT	PROGRAM	DEPOSITORY
Lesson Materials for Adult Education, Cont'd		Board of Education
Benjamin Franklin	Education	Chicago, Illinois
Stars and Stripes	"	"
Our Government		
Workbook	"	"
Teachers	"	"
On the Way to Democracy		
Book I	"	"
Book: II	"	"
Book: III	"	"
Teachers	"	"
Instructor Training Course in Adult Education	"	"
Organization of Work Center Libraries		
Bulletin No. 1	"	"
Better Reading and Work Habits		
Bulletin No. 2	"	"
Studies in Community Cooperation		
Bulletin No. 3	"	"
A Guide for the Induction Training of New Teachers		
Bulletin No. 4	"	"
Citizenship Education		
Bulletin No. 5	"	"
Pre-Service Training of Citizenship Teachers		
Bulletin No. 6	"	"
Consumers Help in the War - Save on Sugar		
Bulletin No. 7	"	"
Introductory Training for Nursery School Workers		
Bulletin No. 8	"	"
In-Service Training for Nursery School Workers		
Bulletin No. 9	"	"
A Narrative Report of the Illinois Parent Education Program, 1934-1937	"	"
Parent Education Report (Chicago Area)	"	"
An Adventure in Parent Education (Rock Island County)	"	"



Appendix C

FOLLOWING IS A PARTIAL LIST OF ACCOMPLISHMENTS  
OF THE WORK PROJECTS ADMINISTRATION IN ILLINOIS:

DIVISION OF ENGINEERING AND CONSTRUCTION, FROM JULY 1, 1935 THROUGH  
APRIL 30, 1943

- 14 Airports and Landing Areas; 6 new construction, 8 improved, including:
  - 87,757 feet of new runways, 3,058 feet of runways improved.
  - 32,047 feet of new taxiways.
  - 45,009 square yards of new aprons, 6,405 square yards of aprons improved.
  - 337,163 linear feet new drainage ditch and drainage pipe, 100,917 linear feet.
- 45,149 Miles of Highways, Roads and Streets constructed or improved, including:
  - 37,281 miles or rural roads.
  - 7,063 miles of urban streets.
  - 805 miles of other roads (parks, etc.).
  - 28,177 feet of Road drainage ditch and pipe, including:
    - 13,045 new ditch and pipe, 15,132 improved ditch and pipe.
- 11,952 Bridges; 4,096 new construction, 7,856 improved.
- 108,127 Culverts; 95,120 new construction, 13,007 improved.
- 2,708 Miles of Sidewalks constructed or improved.
- 142 Miles of Roads and Streets lighted with 6,158 light standards.
- 67,448 Traffic Signs erected.
- 3,674 Miles of Parkways and Roadside landscaping.
- 13,645 Trees planted in reforestation programs.
- 24 Pedestrian Tunnels; 18 new construction, 6 improved.
- 262 Miles of Abandoned Car Track removed.
- 4,530 Public Buildings and Additions constructed or rehabilitated, including:
  - 1,023 educational buildings; 113 new construction, 910 improved.
  - 750 recreational buildings; 375 new construction, 375 improved.
  - 189 office and administration buildings; 38 new construction, 151 improved.
  - 534 airport buildings; 33 new construction, 501 improved.
  - 30 armories; 16 new construction, 14 improved.
  - 548 garage and storage buildings; 132 new construction, 414 improved.
  - 1,456 other public buildings; 289 new construction, 1,167 improved.
- 14,661 Acres of Ground landscaped around public buildings.
- 72 Stadia, Grandstands and Bleachers constructed or improved (seating capacity, 258,293 persons).
- 567 New, improved or enlarged Parks - total area, 38,349 acres.
- 213 Athletic Fields constructed or improved - total area, 1,807 acres.
- 900 School and Other Playgrounds constructed or improved.
- 1,159 Tennis Courts constructed or improved.
- 80 Concrete and Tile Swimming Pools; 37 new construction, 43 improved.
- 67 Wading Pools constructed or improved.
- 29 Public Golf Courses; 3 new construction, 26 improved.



- 235 Utility Plants constructed or improved, including:
  - 7 electric power plants; 2 new construction, 5 improved.
  - 7 incinerators; 6 new construction, 1 improved.
  - 94 pumping stations; 84 new construction, 10 improved.
  - 87 sewage treatment plants; 69 new construction, 18 improved.
  - 40 water treatment plants; 31 new construction, 9 improved.
- 2,053 Miles of Watermains constructed or improved.
- 389 Water Wells; 180 new construction, 209 improved.
- 566 Water Reservoirs; 432 new construction, 134 improved.
- 19 Water Storage Dams; 13 new construction, 6 improved.
- 2,217 Miles of Storm and Sanitary Sewers constructed or improved.
- 71,072 Outdoor Sanitary Privies constructed.
- 60 Abandoned Mine Openings sealed.
- 259 Miles of Public Telephone Lines constructed.
- 84 Miles of Public Power Lines constructed.
- 22 Conservation, Flood Control and Erosion Dams; 17 new construction, 5 improved.
- 147,331 Acres of Land drained for mosquito control purposes.
- 112,988 Acres of Land drained (Other than Road, Airport or Mosquito Control).

DIVISION OF SERVICE PROJECTS, \*JULY 1, 1940 THROUGH APRIL 30, 1943

- 5,224,390 Men's, Women's, Children's and Infants' Garments made for distribution to the needy through the relief agencies.
- 2,125,993 Other Articles produced in sewing rooms for distribution to the needy.
- 186,292 Articles of All Kinds repaired for hospitals and institutions.
- 332,704 Library Books re-bound and renovated, 171,964 cataloged.
- 4,456,605 Quarts of Food canned, and 943,717 pounds dried for distribution to relief families or for school lunches.
- 403,020 Hot Lunches served to school children. 355 schools in 35 counties participated in the School Lunch Program.
- 930 Indigent Families with 1,231 children under 15 years of age were assisted by Housekeeping Aides.
- 33,602 Toys made, 31,538 repaired for distribution to children of needy families.
- 37,101 Pairs of Shoes repaired for the needy.
- 239 Libraries operated or assisted. They had 68,434 registered readers and a circulation of 275,556 books.
- 165,235 Miscellaneous Craft Articles made on Art and Craft Projects for distribution to schools, park field houses and other public institutions.

DIVISION OF TRAINING AND REEMPLOYMENT, \*JULY 1, 1940 THROUGH APRIL 15, 1943

- 34,142 Trainees were assigned to Vocational School Training Classes; of these 18,677 completed the course. Classes were conducted in 80 different schools.
- 2,290 Trainees were employed on In-Plant Training Projects; of these, 1,342 completed the course. 84 manufacturing plants participated in this activity.
- 4,083 Women were assigned to the Household Workers' Training Project; of these, 3,471 completed the course.
- 23,024 Known Placements, including Trainees and Non-Trainees, in private or other public employment resulted directly from the efforts of the Division of Training and Reemployment.

\*NOTE: Cumulative statistics were not maintained for these Divisions prior to July 1, 1940.

The foregoing accomplishments and similar additional work were performed with an expenditure of \$974,709,646 during the nearly eight years of WPA operation. Federal expenditures on projects for this period totaled \$760,790,725, or approximately 78% of the total expenditure, while state and local governmental agencies, as sponsors, and other local organizations as co-sponsors, contributed approximately \$213,918,921, or 22%. These public works and services represent valuable and economical improvements, since they meet public needs and a large portion of the monies expended would have been required for direct relief had a work program not been operated.

THE LIBRARY OF THE  
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